EAST SIDE LAKE WINNIPEG

PHASE I
PRELIMINARY DISCUSSIONS

"SUMMARY OF COMMENTS AND RECOMMENDATIONS FROM PHASE 1 DISCUSSIONS”

BROAD AREA PLANNING INITIATIVE

November 6, 2001

PROVINCE OF MANITOBA

DRAFT

Manitoba

EXECUTIVE SUMMARY

On August 9, 2000, the Honourable Oscar Lathlin, Conservation Minister announced the government was initiating a process of broad area planning for land and resource use on the east side of Lake Winnipeg. The objective being to establish a planning process, in collaboration with the public, local communities, industry and First Nations, that will ensure comprehensive public involvement and provide the opportunity to develop a consensus vision for land and resource use in the area. The initiative would also act as a pilot project for a broad area planning program which will eventually cover the entire province.

Broad area planning is integrated and co-ordinated planning with an ecosystem focus, that ensures future land and resource allocations and proposed developments address social, environmental, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups.

The East Side Lake Winnipeg broad area planning initiative has been divided into two phases:

1. preliminary discussions; and
2. plan preparation and adoption.

Under Phase 1, a three-member government review panel was established to discuss with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area.

The objectives of the preliminary discussions being to gather views and have the review panel make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area;
- the establishment of an East Side Lake Winnipeg Round Table and a larger Stakeholder Advisory Committee; and
- current major issues and options for the area, including the potential for expanded timber harvesting and associated value-added development, all-weather road access and a new hydroelectric transmission line corridor.

The panel attended meetings with First Nation communities, environmental and recreational organizations and industry. The panel provided briefings to two provincial departments, Manitoba Hydro and Ontario Natural Resources.

Meeting notes were taken at most meetings. Some interested groups returned comment sheets, and / or provided written submissions.

The findings and recommendations of the review panel have been organized into six sections: The Planning Area, Advisory Bodies - Roles and Responsibilities, The Planning Process, Issues and Opportunities, Research Needs and Phase I Discussions.

THE PLANNING AREA:

The topic of planning area boundaries did not receive a significant amount of discussion at the meetings. Comments received subsequent to the meetings indicated that the recommendations of the report Consultations On Sustainable Development Implementation should be followed. The most northerly bands and communities expressed a desire to be part of the planning process even though their primary traditional travel patterns and socio-economic ties lie with the Thompson area. Comments on the proposed planning area boundary ranged from the planning area being too large to not large enough.

The panel was concerned that:

- too large a planning area would result in a number of planning problems resulting from: the general lack of basic land use planning information for the more northerly areas, the introduction of a series of new issues and stakeholders, the increased logistical requirements which will significantly increase budgetary requirements, and the extra time that would be needed for public consultations; and

- too small a planning area would: miss significant community, social and development issues, concerns and opportunities, and not include the greater portion of possible future infrastructure works that would effect the east side of Lake Winnipeg.

The review panel therefore recommends that:

1. The East Side Planning Area be defined by watershed boundaries as outlined in Figure 1.

ADVISORY BODIES – ROLES AND RESPONSIBILITIES

It was proposed that two advisory bodies be established: an East Side Round Table Advisory Board and an East Side Planning Review Committee.

The East Side Round Table would be the lead advisory body. The round table would be responsible for making recommendations on the development, content, adoption and implementation of the East Side Broad Area Plan. The Planning Review Committee would be an advisory body to the East Side Round Table and have a broader membership.

In general, there were no major concerns presented at the meetings with the concept of an East Side Round Table and an East Side Review Committee. The concerns were primarily focused on ensuring proper representation and that the planning process was properly staffed and financed.

Comments ranged from agreement that appointments could be made by the government; to those communities, organizations and stakeholders who wanted to appoint their own representative, including some who actually named their representative.

The following recommendations address:

- the roles and responsibilities of the East Side Round Table and Review Committee;
- the membership of these two advisory bodies;
- the role and duties of the chairperson;
- the rules and procedures the advisory bodies should follow; and
- the support provided to the advisory bodies, by an East Side Planning Secretariat.

The review panel recommends that:

2. An East Side Round Table be established to provide recommendations, within established deadlines, on the preparation, content, and implementation of a broad area plan for the East Side Lake Winnipeg Planning Area and its duties include, but not limited to:

- *developing a work plan,*
- *overseeing the application of relevant sustainable development and provincial land use policies and collection of necessary background information,*
- *undertaking meaningful public meetings and consultations for the purpose of:*
  - *identifying goals, objectives and values for the East Side Plan,*
  - *identifying issues and concerns to be addressed,*
  - *obtaining public input on options and alternatives to address issues and proposed land and resource allocations,*
- *providing on-going advice on proposed significant land and resource allocations,*
- *consulting with the East Side Planning Review Committee,*
- *working with the Interdepartmental Working Group who co-ordinate preparation of the plan on the advice of the East Side Round Table,*
- *undertaking public consultations on the draft East Side Plan and giving advice on the amendment of the draft plan, and*
- *making final recommendations on the plan to the minister.*

3. The East Side Round Table be comprised of members appointed by the Conservation Minister, which should include:

- *four members from local First Nation communities,*
- *two members from northern communities drawn from the Northern Affairs Community Council,*
- *one member from each of the forestry, trapping, mining and tourism sectors,*
- *three members drawn from non-government social, recreational and environmental organizations, and*
- *one member employed by the federal government.*

Note: a direct link to the Manitoba Round Table for Sustainable Development and the Manitoba Aboriginal Resource Council should be considered in the appointment of members to this round table.

4. Members appointed to the East Side Round Table:

- *represent themselves and not their organizations, and*
- *provide their best judgement, knowledge and expertise in accomplishing the task given to the round table.*

5. A chairperson for the East Side Round Table be appointed, whose duty would be to:

- *ensure the round table operates in an effective and efficient manner,*
- *supervise the work of round table secretariat,*
- *act as the spokesperson of the round table,*
- *preside over round table meetings,*
- *set the agenda for round table meetings,*
- *chair meetings of the East Side Planning Review Committee,*
- *liaise with the minister and Interdepartmental Working Group chairperson,*
- *carry out such other duties as deemed appropriate and consistent with the round table's purpose and duties.*

6. The East Side Round Table operate in accordance with the following rules and procedures:

A. Quorum: A quorum for the regular meeting of the East Side Round Table shall be 50 percent plus one of the total membership of the round table.

A quorum for a meeting of any established round table subcommittee shall be established by the members of the subcommittee.

B. Decisions: The round table and its subcommittees shall use consensus decision-making as the normal process of reaching decisions.

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion.

The round table shall establish its own rules and procedures for deciding when consensus has been reached.

C. Advice received: When advice is received from the East Side Review Committee, the round table shall by written correspondence:

- *acknowledge receipt of the advice, and*
- *shall provide to the East Side Review Committee a response as to the decisions taken by the round table in respect of that advice.*

D. Meetings: The members of the round table and the members of any established round table subcommittee shall determine which meetings it holds shall be open to the public and which will be held in-camera.

E. Minutes: The round table shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all round table members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member. Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

F. Subcommittees: All subcommittees report to, and are advisory to, the full round table. Unless a subcommittee chairperson has been appointed by the round table or the chairperson of the round table, the members of the subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the round table, invite others who are not members of the round table to participate on the subcommittee.

7. The East Side Round Table may:

- *establish subcommittees to undertake specific tasks on behalf of the round table, and*
- *make additional rules and procedures to govern its operations and conduct.*

8. An honorarium be offered to the members of the East Side Round Table and member expenses be paid in accordance with the government's General Manual of Administration.

9. An East Side Planning Review Committee be established to provide advice to the East Side Round Table on the preparation, content, and implementation of a broad area plan for the East Side Lake Winnipeg Planning Area and that its duties include, but not limited to reviewing the progress of the East Side Round Table and providing advice to the round table on:

- *the conduct of public meetings and consultations,*
- *identified goals, objectives and values for the East Side Plan,*
- *identified issues and concerns to be addressed,*
- *options and alternatives to address issues,*
- *the draft East Side Plan and amendment of the draft plan.*

10. The East Side Planning Review Committee be comprised of representatives appointed by their organizations, but not limited to:

- *Local First Nations and / or First Nation Organizations,*
- *Local Government and / or Local Government Organizations,*
- *Resource Industries and / or related associations,*
- *Social, Recreational and Environmental Non-government Organizations,*
- *Tourism Businesses and / or organizations.*

11. Members of the review committee:

- *represent the communities, First Nations and organizations to which they are affiliated,*
- *provide the position of their organization, and*
- *provide their best judgement, knowledge and expertise in accomplishing the task given to the review committee.*

12. The chairperson of the East Side Round Table be the chairperson of the review committee, whose duties include:

- *ensuring the review committee operates in an effective and efficient manner,*
- *acting as the spokesperson of the review committee,*
- *presiding over review committee meetings,*
- *setting the agenda for review committee meetings,*

- *carrying out such other duties as required consistent with the review committee's purpose.*

13. The review committee may establish subcommittees to undertake specific tasks on behalf of the committee.

14. The review committee operate in accordance with the following rules and procedures:

A. Decisions: The review committee and its subcommittees shall use consensus decision-making as the normal process of reaching decisions about the advice it gives the round table.

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion.

The review committee shall establish its own rules and procedures for deciding when consensus has been reached.

B. Meetings: The members of the review committee and the members of any established review committee subcommittee shall determine which meetings it holds shall be open to the public and which will be held in-camera.

C. Minutes: The review committee shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all review committee members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minute shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

D. Subcommittees: All subcommittees report to, and are advisory to, the full review committee. Unless a subcommittee chairperson has been appointed by the review committee or the chairperson of the review committee, the members of the subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the review committee, invite others who are not members of the review committee to participate on the subcommittee.

15. Review committee members be paid their expenses in accordance with the government's General Manual of Administration.

16. An East Side Planning Secretariat be established to provide staff support to:

- *the East Side Round Table,*
- *the East Side Review Committee, and*
- *the Interdepartmental Working Group.*

17. The secretariat be comprised of staff from Manitoba Conservation, and may include consultants hired, by Manitoba Conservation, to provide such other support, facilitation and expertise as may be required to carry out the duties of the secretariat.

The secretariat be composed of a project leader, planners - researchers, Geographic Information System professional, administrator and communications specialist.

18. The duties of the secretariat in respect of the round able include, but not limited to:

- *arranging round table meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*
- *reviewing and analyzing reports and information received for consideration of round table members,*
- *briefing members on topics and issues,*
- *recording and distributing meeting minute,*
- *preparing correspondence,*
- *preparing round table reports,*
- *arranging public consultation workshops, open houses and meetings,*
- *administering the general operations of the round table, i.e., co-ordinating payment of expenses, e.g., honorariums, travel, meeting rooms, printing and maintaining round table files.*

19. The duties of the secretariat in respect of the review committee include, but not limited to:

- *arranging review committee meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*
- *recording and distributing meeting minute,*
- *preparing correspondence and review committee reports,*
- *administering the general operations of the review committee, i.e., co-ordinating payment of expenses, e.g., travel, meeting rooms, and maintaining files.*

THE PLANNING PROCESS:

During the meetings, a proposed general East Side planning process was presented for consideration.

Highlights of the planning process included: community and stakeholder consultations conducted by East Side Round Table, preparation of a draft plan based on round table advice by an Interdepartmental Working Group, public consultations on the draft plan conducted by East Side Round Table, revision of plan as required, review and adoption of the plan by the province.

There was strong support for local participation throughout the planning process. Comments ranged from proposed alternative decision-making processes to problems with, and need for, meaningful public consultations, mechanisms for ensuring information is made available to the public and the need for workshops on planning.

Some questioned the need for more time to conduct studies and wanted to know the purpose of the plan. Others had concerns that the time frame was too short.

The following recommendations address:

- the planning process to be followed;
- the time table for completion of the plan;
- the general components of the plan;
- the method of providing information to the public; and
- the role and composition of an Interdepartmental Working Group.

The review panel recommends that:

20. The following general process be adopted for the preparation and adoption of the East Side Lake Winnipeg Broad Area Plan.

Step 1. The East Side Round Table collects information, undertakes research, prepares a communication and consultation plan and conducts consultations to identify the vision, goals, and objectives for the plan and the issues and concerns to be addressed and options and alternatives for addressing the issues.

The round table consults with the East Side Planning Review Committee throughout the process.

Step 2. The Interdepartmental Working Group co-ordinate preparation of draft East Side Plan as directed by the round table.

Step 3. The East Side Round Table undertakes public consultations on the draft plan.

Step 4. The Interdepartmental Working Group amends plan as directed by the round table.

Step 5. The East Side Round Table forwards plan to the minister for consideration.

Step 6. The minister forwards the plan to cabinet with recommendations for adoption.

21. The East Side Lake Winnipeg Plan be submitted to the Conservation Minister within two (2) years.

22. The components of the East Side Plan include, at minimum:

- *a vision for the planning area,*
- *goals and objectives based upon the needs of the area,*
- *ecosystem, land use and resource management principles and / or codes of practice,*
- *a land use zone map with policies and / or guidelines for each zone, and*
- *procedures for the regular review and amendment of the approved plan.*

23. A dedicated public registry and Web site be established for the purpose of making available to the public reports, information and draft plans prepared by, or for, the East Side Round Table and Review Committee. Whenever possible, local community resources should be used to distribute information.

24. An Interdepartmental Working Group be established to co-ordinate preparation of the Broad Area Plan for the East Side Lake Winnipeg Planning Area based upon advice received from the East Side Round Table and act as in-house consultants to the round table, by providing planning, resource and policy advice and information to the round table.

25. The East Side Planning Secretariat project leader chair the working group.

26. The working group be comprised of provincial government staff, appointed by their respective departments, including but not limited to staff from the following provincial and federal government departments and agencies:

- *Manitoba Conservation,*
- *Aboriginal and Northern Affairs,*
- *Industry Trade and Mines,*
- *Transportation and Government Services,*
- *Intergovernmental Affairs,*
- *Family Services and Housing,*
- *Culture, Heritage and Tourism,*
- *Manitoba Hydro,*
- *Fisheries and Oceans Canada,*
- *Environment Canada,*
- *Indian and Northern Affairs Canada.*

27. The duties of the East Side Planning Secretariat in respect of the Interdepartmental Working Group include, but not limited to:

- *arranging working group meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*
- *recording and distributing meeting minute,*
- *preparing correspondence,*
- *preparing working group reports,*
- *leading preparation of draft and final East Side Lake Winnipeg Plan,*
- *administering the general operations of the working group.*

ISSUES AND OPPORTUNITIES

During the discussions, a number of significant resource allocation issues and land use and infrastructure proposals were raised. In particular, the following were considered: protected areas, all-weather road, mining, tourism, hydro developments, community development, and the Pine Falls Paper Company and First Nations joint forestry venture.

Comments with respect to land use allocations ranged from having a moratorium on resource allocation during the planning process to allowing development to occur during the planning initiative.

There was general support from the local communities for an all-weather road. One comment which was often echoed was that the planning process should not delay work on the all-weather road.

In respect of a number of issues discussed, the review panel recommends that:

- All-weather road:

28. East Side Broad Area planning and highway planning for the upgrading and extension an all-weather road to the Bloodvein community occur simultaneously and the province be prepared to accept an Environment Act Licence application for this road extension and upgrade as the next step in the review and consideration of this highway proposal.

29. Manitoba Transportation and Government Services co-ordinate their communication and public consultation activities with those of the East Side Round Table.

30. As soon as possible, the East Side Round Table provide advice on the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community.

31. The East Side Round Table provide advice and input on the options in the East Side Transportation Network Study to be conducted by Manitoba Transportation and Government Services.

32. Manitoba Transportation and Government Services work with the East Side Planning Secretariat to ensure the effective and efficient coordination of planning and communication activities in the planning area.

- Protected Areas:

33. The East Side Round Table provide advice on protected areas within the planning area, consistent with the program parameters.

- Treaty and Aboriginal Rights:

34. The East Side Plan recognize, affirm and be in compliance with treaty obligations and aboriginal rights.

- Forest Development and Use:

35. The East Side Round Table provide advice on the need, acceptability and sustainability of an expansion of forest harvesting in the planning area.

36. The province permit forest allocations up to the Annual Allowable Cut level, as determined by Manitoba Conservation within Forest Management License # 1.

37. The province not allocate timber north of Integrated Wood Supply Area # 1 beyond historical levels pending completion of the East Side Plan.

- Consultations on Land and Resource Allocations:

38. The East Side Round Table provide advice on mechanisms for ensuring meaningful local public and community consultations in future land and resource allocations.

- Aboriginal and Community Development:

39. The East Side Round Table review the status of community planning in the planning area and provide advice on ways and means to meet the needs for community plans.

40. The East Side Round Table provide advice on the relationship that should be established between the Broad Area Plan and local community plans.

- Hydro Development:

41. The province direct Manitoba Hydro to not submit a Bipole III Environment Impact Statement for licensing a transmission line route through the planning area until January 2003. Prelicensing activities will continue as per normal process.

42. The East Side Round Table provide regional guidance relative to Manitoba Hydro in regards future electrical transmission facilities within the planning area.

43. Manitoba Hydro co-ordinate their future transmission line communications and public consultation activities with the East Side Round Table.

44. Manitoba Hydro work with the East Side Planning Secretariat to ensure the effective and efficient coordination of planning and communication activities in the planning area.

- Process for Considering Development Proposals During Planning:

45. Crown land and resource development and allocation requests which have a minor land use or environmental effect would be processed and approved or declined as per normal government administrative procedures. Examples include: cottage lots, lodge outcamps, trapping cabins, fishing and hunting licences and mineral exploration.

46. Crown land and resource allocation requests and development proposals which may have significant land use or environmental effect be referred to cabinet.

Where such requests and development proposals are considered to be in the public interest, and where cabinet decides the request or proposal should be actioned immediately, the request / proposal would be processed as per normal administrative procedures. For example, those requiring an Environmental License would proceed as per the requirements of The Environment Act.

- Mining Development:

47. The East Side Round Table consider the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area.

48. Mining exploration and development in the planning area continue as per existing established processes and procedures.

- Tourism and Recreation:

49. The East Side Round Table consider and address the needs, opportunities and acceptability of tourist development in the planning area.

- Traditional Activities:

50. The East Side Round Table consider and address traditional activities within the planning area.

RESEARCH NEEDS

COSDI recommended the government: "Provide adequate support, staff and fiscal resources to the sustainable development planning advisory committees to undertake appropriate studies, involve the public, and prepare the plan."

During the discussions, it was proposed that in support of the East Side Round Table, an Interdepartmental Working Group would provide information on departmental positions, policies and priorities along with background information, maps on various resources, and that if required planning consultants would be hired to facilitate the planning process.

There was very little direct discussion concerning the research that may be required to further the planning process. Those comments raised during the meetings were related to the need for basic information on the resources of the area. Received submissions noted the need for adequate research and planning support both from a staffing and financial perspective.

The review panel recommends that:

51. A list of existing environmental, social, economic, resource, land use, tenure, government commitments, biophysical, heritage, etc. information, reports, data bases and maps be compiled by the Interdepartmental Working Group for use by the East Side Round Table.

52. The East Side Round Table identify, as soon as possible, its data needs, such that, appropriate research may be initiated, including the hiring of consultants as appropriate.

53. The East Side Plan be prepared using the best available information within the established time table subject to future amendments as new and better information becomes available.

PHASE 1 DISCUSSIONS

During the course of meetings, and in submissions, a number of suggestions were made to improve Phase 1 of the process. Comments included suggestions for reviewing the results of Phase 1.

The review panel recommends that:

54. *This report be placed on the public registry, East Side Web site and forwarded directly to all participants.*

55. *The East Side Round Table develop and implement a communication plan to meet the needs of First Nations, communities and stakeholders, which shall also address translation service requirements.*

TABLE OF CONTENTS:

Executive Summary i

I. Introduction:

- Broad Area Planning a Government Sustainable Development Initiative 1
- What is Broad Area Planning 2

II. East Side Planning Process Phase I

- Purpose and Objectives of Phase I 3
- Phase I Public Participation Plan 3

III. Public Discussions and Panel Recommendations

1. Planning Area
    - What COSDI recommended 5
    - Options proposed 5
    - What You Said 5
    - Panel Recommendations 7

2. Advisory Bodies, Roles and Responsibilities
    - What COSDI recommended 10
    - Options proposed 10
    - What You Said 10
    - Panel Recommendations 15

3. Planning Process
    - What COSDI recommended 22
    - Options proposed 22
    - What You Said 22
    - Panel Recommendations 27

4. Issues and Opportunities
    - What COSDI recommended 30
    - Options proposed 30
    - What You Said 31
        - A. All-weather Road 33
            - Panel Recommendations 35
        - B. Protected Areas Program 36
            - Panel Recommendations 36
        - C. Treaty and Aboriginal Rights 36
            - Panel Recommendations 37

- D. Forest Development and Use 37
    - Panel Recommendations 39
- E. Consultations on Land and Resource Allocations and Issues 39
    - Panel Recommendations 40
- F. Aboriginal and Community Development 40
    - Panel Recommendations 42
- G. Hydro Development 42
    - Panel Recommendations 42
- H. Process for Considering Development Proposals During Planning 43
    - Panel Recommendations 43
- I. Mining Development 44
    - Panel Recommendations 44
- J. Tourism and Recreation 44
    - Panel Recommendations 44
- K. Traditional Activities 45
    - Panel Recommendations 45

5. Research Needs
    - What COSDI recommended 46
    - Options proposed 46
    - What You Said 46
    - Panel Recommendations 49

6. Comments on Phase I Discussions
    - What You Said 50
    - Panel Recommendations 52

FIGURES

- Figure 1. Recommended East Side Lake Winnipeg Planning Area 9

APPENDICES

- Appendix 1. COSDI large area planning recommendations 53
- Appendix 2. News Release Announcing East Side Planning Initiative 54
- Appendix 3 Notes of Meetings Held 55
- Appendix 4. Written submissions received 73

I. INTRODUCTION

This report outlines the results of discussions under Phase 1 of the broad area sustainable development planning initiative for the East Side of Lake Winnipeg.

The findings and recommendations of the review panel have been organized into six sections:

- The Planning Area,
- Advisory Bodies – Roles and Responsibilities,
- The Planning Process,
- Issues and Opportunities,
- Research Needs and
- Phase I Discussions.

Meeting notes and written submissions are provided in full in the appendices of this report.

To assist readers, recommendations and comments, in whole or in part, have been copied from the notes and submissions and placed into one or more of the six sections of the report to allow readers to view all the comments related to a specific issue or topic.

Broad Area Planning - a Government Sustainable Development Initiative

On June 29, 2000, the Manitoba government announced a series of steps to ensure the implementation of sustainable development principles and guidelines into the everyday workings of government.

The acceptance of the Consultation on Sustainable Development Implementation (COSDI) report was identified as the first step and a fundamental element of an overall sustainable development strategy for Manitoba. Established to consider and make recommendations on how to best implement sustainable development principles and guidelines into environmental, land use planning and regulatory processes, a multi-stakeholder committee recommended that the government of Manitoba initiate broad area planning based on natural areas such as watersheds (see Appendix 1 for COSDI large area planning recommendations).

On August 9, 2000, the Honourable Oscar Lathlin, Conservation Minister announced the government was initiating a process of broad area planning for land and resource use on the east side of Lake Winnipeg. The objective being to establish a planning process, in collaboration with the public, local communities, industry and First Nations, that will ensure comprehensive public involvement and provide the opportunity to develop a consensus vision for land and resource use in the area. The initiative would also act as a pilot project for a broad area planning program which will eventually cover the entire province.

What is Broad Area Planning

COSDI Perspective

The COSDI report indicates that broad area plans on natural boundaries would provide the opportunity to develop the information and knowledge of ecosystems across administrative and political boundaries, over larger landscapes for long periods of time and across land, water and air.

The objectives being:

- to identify the main issues that must be dealt with in the long-term to ensure the values of the ecosystem are to be maintained or improved;
- to set targets; and
- to ensure implementation of priorities.

Broad area plans would provide direction and coordination of other planning activities; provide guidance and direction as to:

- resource planning and allocation,
- conservation and protected areas,
- economic and social services,
- infrastructure, e.g., transportation and
- the types of development to be encouraged in the planning area.

Provincial Perspective

From a provincial viewpoint, broad area sustainable development planning is integrated and co-ordinated planning with an ecosystem focus that ensures future land and resource allocations and proposed developments address social, environmental, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups.

Broad area, ecosystem planning and management concepts provide a more complete and meaningful planning approach, by placing on an equal footing with other traditional factors the health and integrity of landscape ecosystems which produce the goods and services that society values.

A broad area, ecosystem approach requires a shift in perspective, from single purpose orientation to a holistic form of planning and management. A broad area planning system is a fully integrated land, environmental, social, cultural, economic and natural resource planning system that involves all citizens of Manitoba to ensure continuity, integration, accountability and enforceability of decision making while maintaining and enhancing ecosystem functions and integrity and meeting the social, economic, health and cultural needs of Manitobans.

II. EAST SIDE PLANNING PROCESS PHASE I

Purpose and Objectives of Phase I

The East Side Lake Winnipeg broad area planning initiative has been divided into two phases:

1. preliminary discussions and
2. plan preparation and adoption.

Under Phase 1 of the project, a three-member government review panel was established to discuss with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area (see Appendix 2).

The objectives of the preliminary discussions being to gather views and make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area;
- the establishment of an East Side Lake Winnipeg Round Table and a larger Stakeholder Advisory Committee, and
- current major issues and options for the area, including the potential for expanded timber harvesting and associated value-added development, all-weather road access and a new hydroelectric transmission line corridor.

The three member panel was comprised of:

- Mr. Blair McTavish of Manitoba Conservation,
- Mr. Joe Morrisseau of Manitoba Aboriginal and Northern Affairs, and
- Mr. Bruce Bremner of Manitoba Conservation.

Phase 1 - Public Participation

The East Side Planning Initiative review panel held meetings with a variety of interested groups. Groups were contacted in writing by the minister and subsequently by the review panel. A newsletter outlining the proposed East Side Planning Initiative was sent to each group. Follow up phone calls were placed to some, notably those based outside of Winnipeg, where travel and meeting arrangements were required.

Meetings were held with a number of First Nation communities, environmental and recreational organizations, and industry.

During each meeting, with the exceptions of the meetings with the Manitoba Lodge and OutFitters Association and Bloodvein First Nation notes, were taken by a member of the review panel or by Manitoba Conservation staff. Notes were subsequently summarized and mailed to the participating group for review and revision as required. Those meeting notes may be found in Appendix 3.

Briefings were also provided to a few government departments, Manitoba Hydro and Ontario Natural Resources. No meeting notes were recorded.

Some interested groups had written submissions prepared and presented these to the panel at the meetings. Others sent in submissions and correspondence following the meetings. The submissions and correspondence may be found in Appendix 4.

List of Meetings held:

January 15, 2001	St. Theresa Point First Nation, Island Lake Community Council, Garden Hill First Nation
January 16, 2001	God's Lake Narrows First Nation
January 18, 2001	Manitoba Trappers Association, Canadian Wild Rice Council, R.M. of Lac du Bonnet, Winnipeg River Brokenhead Development Corporation, Tanco Ltd., Mining Association of Manitoba Inc., Village of Powerview, R.M. of Alexander, Community Economic Development - St. George, Eastman Regional Development Corporation
January 23, 2001	South East Tribal Council
January 25, 2001	Canadian Parks And Wilderness Society, Manitoba Naturalists Society, Boreal Forest Network, Canadian Nature Federation, Recycling Council of Manitoba, Manitoba Future Forest Alliance, Manitoba Eco Network, Time to Respect Earth's Ecosystems
February 1, 2001	Berens River First Nation
February 12, 2001	Poplar River First Nation
February 14, 2001	Gaa-Bi-Mooka-Ang
February 15, 2001	Manitoba Lodge and Outfitters Association
February 19, 2001	Hollow Water First Nation
March 6, 2001	Oxford House First Nation
March 7, 2001	God's River First Nation
March 14, 2001	Northern Affairs Community Council
April 11, 2001	Bloodvein First Nation

List of Briefings held:

January 26, 2001	Manitoba Hydro
January 30, 2001	Manitoba Transportation and Government Services
January 31, 2001	Ontario Natural Resources
February 2, 2001	Manitoba Industry Trade and Mines

In the summer of 2001, it was determined that additional consultations were required. Letters were sent extending the time, to the end of September 2001, for forwarding new or additional comments and suggestions on the various elements and components of the broad area planning initiative.

III. PUBLIC CONSULTATIONS AND PANEL RECOMMENDATIONS

1. Planning Area

What COSDI recommended

In respect of the boundaries of large area sustainable development plans, the COSDI report recommended:

> *"...Manitoba require integrated, sustainable development planning on a large area basis. Such planning areas would likely be based on watersheds, geographic regions or urban centered regions... The strong preference... is to maximize the use of natural boundaries such as watersheds for defining the large planning areas." COSDI further recommended "...government...in a public participation process, define each large planning area."*

Option proposed

During the public discussions, the panel outlined possible boundaries for the East Side Planning Area based upon drainage basins, watersheds, ecological regions and ecological zones.

A planning area based upon modified ecological regions which included all communities that could be affected by possible future infrastructure development was proposed as an alternative to one based solely on natural boundaries.

Panel summary

The topic of study area boundaries did not receive a significant amount of discussion at the meetings. Comments received subsequent to the meetings indicated that COSDI recommendations should be followed. The most northerly bands and communities expressed a desire to be part of the planning process even though their primary traditional travel patterns and socio-economic ties lie with the Thompson area.

What you said

Written comments received from returned comment sheets:

- A very large area to include in a 'master plan'. Northern needs and expectations are very different from areas with higher population and developed industries, i.e., Winnipeg River Area. - Manitoba Trappers Association

- Probably is comprehensive and extensive as it could be. The large geographical extent may make it difficult to do the consultations required. - Winnipeg River, Brokenhead Community, Futures Development Corporation

- Very serious planning needs to happen as this is the last area in Manitoba that has not been developed. Last untouched wilderness. - Poplar River First Nation

- Planning area is ok. - Island Lake Community Council

- At minimum, the planning area should be expanded to include the entire Hayes River corridor from Norway House to where the Hayes River reaches the Hudson Bay lowlands, and should include the Echimamish River. The Hayes River is the most recent nominee for Heritage River status and therefore should be included in any land use planning effort to ensure the preservation of this significant cultural and recreational resource. Expanding the planning area to include Ecoregions 4b and 4c would allow the inclusion of the Nelson River and lower reaches of both the Grass and Burntwood river systems. Additionally, East Side planning activities should include consultation with the Province of Ontario to ensure that activities in neighboring jurisdictions do not jeopardize ecosystem integrity in the East Side planning area. - Manitoba Recreational Canoeing Association, Inc.

- Encompasses a large area. - Aghaming

Recommendations from submissions received:

- Designate natural regions 4b (Hayes River Upland) and 4c (Lac Seul Upland) [Ecoregions 89 and 90) as the planning area. This region meets the two conditions above without the deficiencies of restricting corridor planning options and fragmenting protection planning in 4b. - Peter Miller

- Whatever area is chosen as a focus, the wider human and natural contexts must also be taken into account. Particularly important are upstream and downstream portions of watersheds lying outside the planning area, such as the Ontario headwaters and Lake Winnipeg, whose fisheries are closely linked both economically and ecologically to the region. Wilderness recreational opportunities, traditional use areas, and wildlife ranges across the Manitoba-Ontario border are also significant. - Peter Miller

- At a minimum, the geographic scope of the planning area include all of natural region 4b - Precambrian Boreal Forest (Hayes River Upland) and natural region 4c- Precambrian Boreal Forest (Lac Seul Upland). - Canadian Parks and Wilderness Society

- I agree with the arguments for including all of the natural regions 4b and 4c in the planning area. We are not in the process of looking only for the best fit of a road, power line or resource development. Since the government seems to endorse COSDI, and COSDI is entering our broader understanding the policy is to plan on an eco-system basis then to consider the development which is proposed (and make sure the detail is examined under a full Environmental Impact Assessment for each major project) to ensure that it does not militate against ecological sustainability. - Nick Carter

- The study landbase should focus on the area north of the Bloodvein River. As the Manitoba Government has stated in announcing the East Side Planning Initiative, "future land and resource allocation and proposed developments must address social, environmental, health, cultural and economic needs of local communities, First Nations and various stakeholders". Land use issues have been formally addressed in existing forest management allocations. - Tembec

- The geographical scope of this planning initiative should include all of the East Side of Manitoba, on a natural region basis (which are consistent with national eco-regions, and watershed structures), that includes crown lands in: - natural region 3, -Hudson Bay Lowlands - natural region 4c, the Precambrian Boreal Forest - Lac Seul Upland - natural region 4b, the Precambrian Boreal Forest - Hayes River Upland - natural region 5c, Manitoba Lowlands - Lake of the Woods - Canadian Nature Federation

- We still recommend the inclusion of both Integrated Wood Supply Areas for all phases of the initiative from pre-planning to goal setting, etc. - Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include: -The East Side planning initiative to encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

Comments from notes of meetings held:

- The planning area is not large enough. It should include Ecoregions 4C, 4B & 3, since the Hydro generating stations will be located further north and road access to northern communities could come from the west. - Environmental and Recreational Organizations

- Lake Winnipeg should be included to ensure total watersheds are within the planning area. - Environmental and Recreational Organizations

- Consideration should be given to the existing fishing industry in Berens River, related important local islands are not represented on the planning map. Commercial fishery is vital to the community, 75-80 fishermen work in a sustainable year round economy. - Berens River First Nation

- The issue of whether Norway House should be included in the study area was raised based upon the possible road connection to Oxford House. - Oxford House

Panel Recommendations

Comments on the proposed planning area boundary ranged from the planning area being too large to not large enough. Suggestions were noted that the planning area should be based on natural boundaries as proposed by the COSDI report.

The panel was concerned that:

A. too large a planning area would result in a number of planning problems resulting from:

  - the general lack of basic land use planning information for the more northerly areas,
  - the introduction of a series of new issues and stakeholders,
  - the increased logistical requirements which will significantly increase budgetary requirements, and
  - the extra time that would be needed for public consultations; and

B. too small a planning area would:

  - miss significant community, social and development issues, concerns and opportunities, and
  - not include the greater portion of possible future infrastructure works that would effect the East Side of Lake Winnipeg.

It is recommended that:

1. ***The East Side Planning Area be defined by watershed boundaries as outlined in Figure 1.***

Implications:

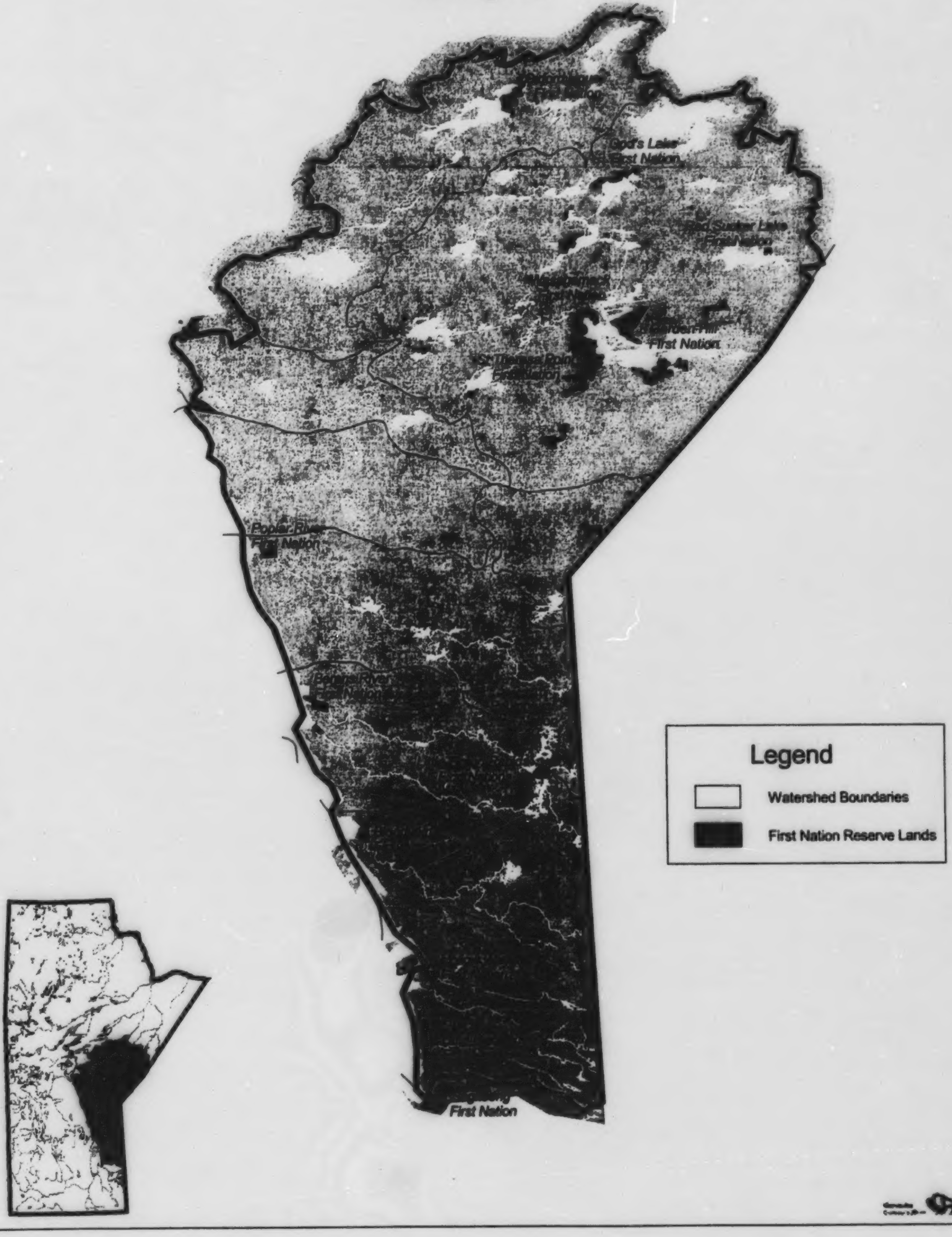
The planning area does not include:

- the most northerly portion of the possible hydro line corridor, nor
- the remaining portion of Manitoba's unallocated boreal forest in natural regions 4b and 4c.

However, the recommended planning area:

- is based upon natural boundaries, i.e., watersheds, as recommended by COSDI and others,
- has a reasonable amount of basic land use planning information available,
- will encompass most of the immediate possible future developments the residents of the area and Manitobans will need to consider and address, and
- is of a size that can be planned in a reasonable amount of time, given that this is the first area to undertake broad area planning.

Figure 1
Recommended East Side Lake Winnipeg Planning Area


God's Lake First Nation
Red Sucker Lake First Nation
Garden Hill First Nation
St Theresa Point First Nation
Poplar River First Nation
Berens River First Nation
First Nation
Legend
Watershed Boundaries
First Nation Reserve Lands

2. Advisory Bodies - Roles and Responsibilities

What COSDI recommended

COSDI indicated that large area sustainable development plans should be developed by multi-stakeholder advisory committees. COSDI specifically recommended that the government:

> *"Appoint... an ad hoc sustainable development planning advisory committee, made up of a cross-section of knowledgeable persons, primarily from the area concerned, to develop the large area plan. There should be municipal representation, conservation districts representation where applicable, and direct public representation as well as other opportunities for effective public input."*

Options proposed

The panel proposed the establishment of two advisory bodies: an East Side Round Table Advisory Board and an East Side Planning Review Committee.

The East Side Round Table would be the lead advisory body. The round table would be responsible for making recommendations on the development, content, adoption and implementation of the East Side Plan. The round table would prepare a work plan, collect background information, and undertake community meetings and public consultations. It was suggested that the round table have a membership of 12 - 15 members and have representatives from First Nations, industry, local, federal and provincial government, Northern Association of Community Councils and recreation and environmental organizations.

The Planning Review Committee would be an advisory body to the East Side Round Table. It would be comprised of a larger group of community representatives, interest groups and industry and business stakeholders. This advisory body would review and provide advice to the round table on issues, concerns and proposed East Side Plan recommendations.

Review Panel Summary

In general, there were no major concerns presented at the meetings with the concept of an East Side Round Table and an East Side Review Committee. The concerns were primarily focused on ensuring proper representation and that the planning process was properly staffed and financed.

What you said

Written comments received from returned comment sheets:

- My experience with past Round Tables leads me to comment that there will be one segment or area of interest that will dominate. This could be good or bad depending on which group you belong to. - **Manitoba Trappers Association**

- Representation on review committee would suffice, although I can't imagine a review committee consisting of 72 people as effective. - **Winnipeg River, Brokenhead Community, Futures Development Corporation**

- Having representatives of larger associations, e.g., Mining Association, Tribal Council, as members of the Round Table would probably help address questions / issues related to effective representation and personal interests / agendas. - **Winnipeg River, Brokenhead Community, Futures Development Corporation**

- We do not have any confidence in proper representation by other groups. We want to represent ourselves by being one member on the Round Table. - **Poplar River First Nation**

- A democratic way should be used such as a vote or nomination system. - **Island Lake Community Council**

- It is unlikely that anyone from Manitoba Recreational Canoeing Association will be able to devote the required amount of time to sit on the Round Table directly. However, Manitoba Recreational Canoeing Association would like to see a minimum of 3 environmental non-government organizations (ENGOs; assuming a final membership of 12) represented on the Round Table board and Manitoba Recreational Canoeing Association would like to be a member of the proposed East Side Review Committee. - **Manitoba Recreational Canoeing Association, Inc.**

- (Representation) Through the NACC. - **Aghaming**

- Our group is to be represented by Mr. Wood. - **Loon Straits**

Recommendations from submissions received:

- Early in the process, identify and scope out the side-table planning that needs to take place. Membership on the side tables should include both representation from the core Round Table and others based on interests and expertise. Side tables can make creative use of the energy, knowledge and interests of folks who don't fit on the Round Table. - **Peter Miller**

- Environmental Non-government Organizations membership on the Round Table should include individuals with the above qualities having the confidence of Manitoba environmental constituencies. Between them, they should include champions of (a) nature conservation through parks and protected areas (e.g. Canadian Parks and Wilderness Society), (b) non-consumptive wilderness recreation and naturalistic study (e.g. Manitoba Naturalist Society and Manitoba Recreational Canoeing Association, and (c) ensuring that consumptive use of resources reflects state-of-the-art practices to mitigate damage to natural systems and other values (e.g. Time to Respect the Earth's Ecosystem and Manitoba Model Forest). - **Peter Miller**

- All the Environmental Non-government Organizations (and other) groups on the distribution list should be offered an opportunity to be represented on the advisory group. - **Peter Miller**

- Core Round Table members will be required to make a considerable investment of time. In some cases, members may be seconded from other organizations which are paying their salaries, but in other cases not. Some form of honorarium, in addition to expenses, should be provided at least to non-salaried Round Table members. - **Peter Miller**

- Secure the services of a Round Table chair and a facilitator or facilitation team with experience in multiparty, multi-table planning exercises. It is critical that the planning table be able to scope out issues and the means to address them and deliberate productively in a consensus-based fashion. It is essential that research needs are identified rapidly, so that the research tasks can begin. It will be easy both to get side tracked and to ignore or override legitimate concerns. Good chairing and facilitation are crucial for success. Deficiencies in these respects may have been responsible for some of the failures of Ontario's Lands for Life tables. - Peter Miller

- Commit adequate resources and time to the planning task. - Peter Miller

- There be at least 3 environmental representatives on the East Side Round Table. - Canadian Parks and Wilderness Society

- The environmental community be allowed to choose at least one of its representatives. - Canadian Parks and Wilderness Society

- One of the representatives on the East Side Round Table should be from the Province's Sustainable Development Round Table. However, this representative should not be considered an "environmental representative". - Canadian Parks and Wilderness Society

- Individuals on the East Side Round Table must be able to represent interests, e.g., environment, industry, etc. - Canadian Parks and Wilderness Society

- The Round Table should be allowed to determine how it will arrive at consensus. However, before the Round Table begins its work, some ground rules need to be put in place for what should occur if the Round Table cannot reach consensus.

The Round Table members should not be required to arrive at consensus on every issue. Requiring consensus before a decision / position / recommendation can be presented by the Round Table would allow one member to hold the Round Table hostage. What is required is a process where consensus should be encouraged. If consensus cannot be reached, then the disagreeing parties should have access to a mediator. Should mediation not be successful, the minority and majority should each be allowed to state their position to a final arbitrator, such as the Sustainable Development Round Table. This arbitrator then chooses which position to accept and recommend for inclusion in the final land use plan. - Canadian Parks and Wilderness Society

- The Advisory Group needs to have a more effective way of communicating with the Round Table than was allowed by the COSDI process. - Canadian Parks and Wilderness Society

- Per diems should be made available to East Side Round Table members. - Canadian Parks and Wilderness Society

- Adequate financial, staff, and professional management resources need to be made available to the East Side Round Table. - Canadian Parks and Wilderness Society

- I propose that researching and assembling the Long Term Plan be put into the hands of knowledgeable outside group with an excellent reputation for such work...The group I refer to is the Silva Forest Foundation, headquartered in British Columbia. They have had extensive experience in British Columbia (where they manage some very large areas of forest) and also in other parts of the world. - W.O. Pruitt

- Independence from other government roles and activities is essential for any staff person providing resources, information or services to the Initiative. It is especially important for staff to be a resource to this process, not to guide or direct the activity, function as if they are a stakeholder. An independent non-governmental chair, with adequate technical supports is also essential for credibility of process and outcomes that can be applied. – Canadian Nature Federation

- …there needs to be independent professional facilitation of a shared decision-making process with an adequate level of support for information, research, communication, and participating caucuses… I am convinced that independent professional facilitation will prove to be the most cost- and time- efficient way to have a productive multi-stakeholder dialogue and the most likely to achieve a mutually satisfactory result. I propose that your committee review some of the participants in the "Southern Area" process (a number of whom are in your department) regarding their perceptions of and comments on the process so far. – Peter Miller

- Indicator Explorations Ltd. and Manitoba Prospectors and Developers Association Inc., of which I am a director, would certainly like to participate in the initiative. - Indicator Explorations Ltd.

- We are interested in having a representative on the East Side Stakeholder Review Committee. I will be contacting you to explore the time and resource commitments required for this committee. – The Mining Association of Manitoba

Comments from notes of meetings held:

- Initial thoughts were to have 1 representative per community and band. - Island Lake
- Consider tribal council representatives, i.e., Island Lake, Keewatin, etc. - Island Lake
- Will there be involvement by the Federal Government in the process? - Environmental and Recreational Organizations
- Will the National Round Table principles apply to the proposed East Side Round Table. - Environmental and Recreational Organizations
- Ensure that traditional native ecological knowledge is included as part of the mandate. - Environmental and Recreational Organizations
- Concern with how the Round Table will be able to obtain proper representation from all communities and interest groups. There is a need to get full and adequate participation. - Environmental and Recreational Organizations
- Based upon the amount of work involved with sitting on the Round Table, some type of financial assistance will be needed for the environmental / recreational representatives. - Environmental and Recreational Organizations
- Establish other planning groups to assist the Round Table in dealing with specific issues that require additional study. - Environmental and Recreational Organizations
- Professional facilitation will be needed to keep the discussions productive and on track and develop consensus if possible. - Environmental and Recreational Organizations

- The band does not want MKO to represent them on the Round Table. - God's Lake

- The chief and council stated that it was very important to have a member from the Poplar River band sit on the Round Table. Based upon a strong desire to ensure that the Poplar River Protected Area is officially designated, it was felt that a representative from the South East Tribal Council would not be able to properly represent the band's interests.

  It was made clear also that Poplar River First Nation was not just another "Stakeholder" within the region. Their occupancy and use of the designated Poplar River First Nation Traditional Territory past and present and their Aboriginal and Treaty Rights gives them special rights to speak for their traditional lands.

  Chief and Council also made it clear that the proposed Round Table discussion cannot take place without their representation. - Poplar River First Nation

- Who will be represented on Review Committee? - Lac du Bonnet

- There are 10 or 11 bands on the east side of Lake Winnipeg that are 'pro-development'. None of whom were asked to be on the Aboriginal Resource Council. These pro-development bands need to have representative on the Round Table. Tribal Council does not represent this interest. - Berens River First Nation

- The Manitoba Trappers Association should be represented on the Round Table. An individual community can't properly represent all trappers. What money will be paid, i.e., expenses, per diems? How often will the Round Table meet? - Lac du Bonnet

- It is important that the Round Table individuals have multidisciplinary perspective, i.e., forest industry person doesn't necessarily represent tourism industry. - Lac du Bonnet

- Will Round Table representatives bring individual bias? - Lac du Bonnet

- Is 12 a fixed limit on members for the Round Table? - Lac du Bonnet

- How can, by example, the Sagkeeng First Nation be represented by Tribal Councils when they are independent? - Berens River First Nation

- A preference was expressed for local Chiefs to be Round Table representatives rather than someone from Tribal Councils. - Berens River First Nation

- How do the Aboriginal Resource Council and the Premier's Economic Council fit in with the East Side Planning Initiative? - Berens River First Nation

- Round Table representation should include a person from a directly affected community, someone from Berens River, Hollow Water or Bloodvein First Nations involved in the sawmill pilot project. - Berens River First Nation

- Can the Round Table be expanded to 20 people? Berens River should have a representative not the Tribal Council with some young person who has never lived in an isolated community. - Berens River First Nation

- How is round table model membership established, etc.? - Gaa-Bi-Mooka-Ang
- Why are environmental groups an interest group? - Gaa-Bi-Mooka-Ang
- Membership on the round table is critical. Chiefs and Councils recommendations must be taken into account here. - Gaa-Bi-Mooka-Ang
- Existing boards and their shortcomings should be avoided here. - Gaa-Bi-Mooka-Ang
- The issue of Round Table representation was discussed. They expressed an interest in having a member from each community on the Round Table. - Oxford House
- There should be a role for trappers and fishermen during the planning process and possibly on the Round Table. - Oxford House
- It will be important to have community representation on the Round Table rather than from Tribal Councils. They suggested a council member from Gods River. - Gods River
- Suggested that 2 representatives on the Round Table would be desirable – a northern and eastern split. - Northern Affairs Communities
- Berens River wants to represent themselves on the Round Table. - Northern Affairs Communities
- Ensure that local community fishermen and trappers are represented. - Northern Affairs Communities
- Member on the Round Table maybe should be a Grand Chief. - Hollow Water
- Is there an advisory board in place – loggers are willing to work together – as they have with former working group. - Hollow Water
- Round table members need to have financial support during the planning process. - Northern Affairs Communities
- Comment that the new Aboriginal Resource Council was established without input from Berens River, similar to COSDI. Feeling skeptical and left out of the process. - Berens River First Nation
- Jacinta Weibe appointed to the Aboriginal Resource Council as representative from Berens River. - Gaa-Bi-Mooka-Ang

Panel Recommendations

In general, there was support for the establishment of an East Side Round Table Advisory Board to lead public consultations and provide advice to government and a larger East Side Planning Review Committee to assist the round table.

Comments, however, ranged from agreement that appointments could be made by the government to those communities, organizations and stakeholders who wanted to appoint their own representative including some who actually named their representative.

Comments were also made concerning the role of the advisory bodies, the representatives on those bodies, the need to cover member expenses and support to the round table.

The following panel recommendations address:

- the roles and responsibilities of the East Side Round Table and review committee;
- the membership of these two advisory bodies;
- the role and duties of the chairperson;
- the rules and procedures the advisory bodies should follow; and
- the support provided to the advisory bodies, by an East Side Planning Secretariat.

A. EAST SIDE ROUND TABLE:

It is recommended that:

2. ***An East Side Round Table be established to provide recommendations, within established deadlines, on the preparation, content, and implementation of a broad area plan for the East Side Lake Winnipeg Planning Area and its duties include, but not limited to:***

    - ***developing a work plan,***
    - ***overseeing the application of relevant sustainable development and provincial land use policies and collection of necessary background information,***
    - ***undertaking meaningful public meetings and consultations for the purpose of:***
        - ***identifying goals, objectives and values for the East Side Plan,***
        - ***identifying issues and concerns to be addressed,***
        - ***obtaining public input on options and alternatives to address issues and proposed land and resource allocations,***
    - ***providing on-going advice on proposed significant land and resource allocations,***
    - ***consulting with the East Side Planning Review Committee,***
    - ***working with the Interdepartmental Working Group who co-ordinate preparation of the plan on the advice of the East Side Round Table,***
    - ***undertaking public consultations on the draft East Side Plan and giving advice on the amendment of the draft plan, and***
    - ***making final recommendations on the plan to the minister.***

3. ***The East Side Round Table be comprised of members appointed by the Conservation Minister, which should include:***

    - ***four members from local First Nation communities,***
    - ***two members from northern communities drawn from the Northern Affairs Community Council,***
    - ***one member from each of the forestry, trapping, mining and tourism sectors,***
    - ***three members drawn from non-government social, recreational and environmental organizations, and***
    - ***one member employed by the federal government.***

Note: a direct link to the Manitoba Round Table for Sustainable Development and the Manitoba Aboriginal Resource Council should be considered in the appointment of members to this round table.

4. *Members appointed to the East Side Round Table:*

   - *represent themselves and not their organizations, and*
   - *provide their best judgement, knowledge and expertise in accomplishing the task given to the round table.*

5. *A chairperson for the East Side Round Table be appointed, whose duty would be to:*

   - *ensure the round table operates in an effective and efficient manner,*
   - *supervise the work of round table secretariat,*
   - *act as the spokesperson of the round table,*
   - *preside over round table meetings,*
   - *set the agenda for round table meetings,*
   - *chair meetings of the East Side Planning Review Committee,*
   - *liaise with the minister and Interdepartmental Working Group chairperson,*
   - *carry out such other duties as deemed appropriate and consistent with the round table's purpose and duties.*

6. *The East Side Round Table operate in accordance with the following rules and procedures:*

   A. Quorum: A quorum for the regular meeting of the East Side Round Table shall be 50 percent plus one of the total membership of the round table.

   A quorum for a meeting of any established round table subcommittee shall be established by the members of the subcommittee.

   B. Decisions: The round table and its subcommittees shall use consensus decision-making as the normal process of reaching decisions.

   Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion.

   The round table shall establish its own rules and procedures for deciding when consensus has been reached.

   C. Advice Received: When advice is received from the East Side Review Committee, the round table shall by written correspondence:

   - *acknowledge receipt of the advice, and*
   - *shall provide to the East Side Review Committee a response as to the decisions taken by the round table in respect of that advice.*

   D. Meetings: The members of the round table and the members of any established round table subcommittee shall determine which meetings it holds shall be open to the public and which will be held in-camera.

E. Minutes: The round table shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all round table members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

F. Subcommittees: All subcommittees report to and are advisory to the full round table. Unless a subcommittee chairperson has been appointed by the round table or the chairperson of the round table, the members of the subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the round table invite others who are not members of the round table to participate on the subcommittee.

7. The East Side Round Table may:

- *establish subcommittees to undertake specific tasks on behalf of the round table, and*
- *make additional rules and procedures to govern its operations and conduct.*

8. An honorarium be offered to the members of the East Side Round Table and member expenses be paid in accordance with the government's General Manual of Administration.

B. EAST SIDE PLANNING REVIEW COMMITTEE

It is recommended that:

9. An East Side Planning Review Committee be established to provide advice to the East Side Round Table on the preparation, content, and implementation of a broad area plan for the East Side Lake Winnipeg Planning Area and that its duties include, but not limited to reviewing the progress of the East Side Round Table and providing advice to the round table on:

- *the conduct of public meetings and consultations,*
- *identified goals, objectives and values for the East Side Plan,*
- *identified issues and concerns to be addressed,*
- *options and alternatives to address issues,*
- *the draft East Side Plan and amendment of the draft plan.*

10. The East Side Planning Review Committee be comprised of representatives appointed by their organizations, but not limited to:

- *Local First Nations and / or First Nation Organizations,*
- *Local Government and / or Local Government Organizations,*

- ***Resource Industries and / or related associations,***
- ***Social, Recreational and Environmental Non-government Organizations,***
- ***Tourism Businesses and / or organizations.***

11. Members of the review committee:

- ***represent the communities, First Nations and organizations to which they are affiliated,***
- ***provide the position of their organization, and***
- ***provide their best judgement, knowledge and expertise in accomplishing the task given to the review committee.***

12. The chairperson of the East Side Round Table be the chairperson of the review committee, whose duties include:

- ***ensuring the review committee operates in an effective and efficient manner,***
- ***acting as the spokesperson of the review committee,***
- ***presiding over review committee meetings,***
- ***setting the agenda for review committee meetings,***
- ***carrying out such other duties as required consistent with the review committee's purpose.***

13. The review committee may establish subcommittees to undertake specific tasks on behalf of the committee.

14. The review committee operate in accordance with the following rules and procedures:

A. Decisions: The review committee and its subcommittees shall use consensus decision-making as the normal process of reaching decisions about the advice it gives the round table.

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion.

The review committee shall establish its own rules and procedures for deciding when consensus has been reached.

B. Meetings: The members of the review committee and the members of any established review committee subcommittee shall determine which meetings it holds shall be open to the public and which will be held in-camera.

C. Minutes: The review committee shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all review committee members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

D. Subcommittees: All subcommittees report to, and are advisory to, the full review committee. Unless a subcommittee chairperson has been appointed by the review committee or the chairperson of the review committee, the members of the Subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the review committee, invite others who are not members of the review committee to participate on the subcommittee.

15. Review committee members be paid their expenses in accordance with the government's General Manual of Administration.

C. EAST SIDE PLANNING SECRETARIAT

It is recommended that:

16. An East Side Planning Secretariat be established to provide staff support to:

- *the East Side Round Table,*
- *the East Side Review Committee, and*
- *the Interdepartmental Working Group.*

17. The secretariat be comprised of staff from Manitoba Conservation, and may include consultants hired, by Manitoba Conservation, to provide such other support, facilitation and expertise as may be required to carry out the duties of the secretariat.

The secretariat be composed of a project leader, planners - researchers, Geographic Information System professional, administrator and communications specialist.

18. The duties of the secretariat in respect of the round table include, but not limited to:

- *arranging round table meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*
- *reviewing and analyzing reports and information received for consideration of round table members,*
- *briefing members on topics and issues,*
- *recording and distributing meeting minute,*
- *preparing correspondence,*
- *preparing round table reports,*
- *arranging public consultation workshops, open houses and meetings,*
- *administering the general operations of the Round Table, i.e., co-ordinating payment of expenses, e.g., honorariums, travel, meeting rooms, printing and maintaining round table files.*

19. The duties of the secretariat in respect of the review committee include, but not limited to:

- ***arranging review committee meetings,***
- ***preparing and distributing meeting agenda, briefing notes and background materials,***
- ***recording and distributing meeting minute,***
- ***preparing correspondence and review committee reports,***
- ***administering the general operations of the review committee, i.e., co-ordinating payment of expenses, e.g., travel, meeting rooms, and maintaining files.***

3. Planning Process

What COSDI recommended

In respect of the large area planning process, the COSDI report recommended:

> *"...government...Upon completion and recommendation of the... plan... adopt the plan as an extension to its provincial sustainable development policies and strategies for that area, through a hearing process... review large area plans, not less than once every five years, through a formal public review process."*

Options proposed

During the panel discussions, a proposed general East Side planning process was presented for consideration. The process was explained through a planning process organizational flow chart and an East Side planning process activity time table. Highlights of the Phase II planning process are:

- community and stakeholder consultations conducted by East Side Round Table,
- preparation of a draft plan based on round table advice by an Interdepartmental Working Group,
- public consultations on the draft plan conducted by East Side Round Table,
- revision of plan as required,
- review and adoption of the plan by the province.

Review Panel Summary

There was strong support for local participation throughout the planning process. The need to ensure that meaningful public participation is encouraged and information be available for participants. The need to maintain a public registry was voiced. In addition, there was some concern about the time frame being too short.

What you said

Written comments received from returned comment sheets:

- Scheduling of meetings is very important. Certain seasons or areas of employment make it very difficult for attendance. Stay away from bingo night in small communities! - **Manitoba Trappers Association**
- Major stakeholders to be directly involved in planning. - **Poplar River First Nation**
- Better PR on what the real question is. Why are we planning the east side for development or conservation? For improving the lives of people who live there or promoting opening the area? - **Poplar River First Nation**

- Manitoba Recreational Canoeing Association would like to see the establishment of a public registry (perhaps an on-line public registry to facilitate distribution of information) to house reports, terms of reference, correspondence, minutes of meetings, etc. - Manitoba Recreational Canoeing Association, Inc.

- With the pushing of the road more remote areas will open up. Will communities be notified of areas opening up for cottage development, lodges, etc. - Aghaming

Recommendations from submissions received:

- Before the planning process begins, the Province should support a workshop on planning processes involving invited experts plus members of the Clean Environment Commission (who are to become the consultation experts, according to current government thinking), the Planning and Assessment Committee of the Manitoba Round Table, potential candidates for the East Side Round Table, and other interested participants. The workshop would consider factors contributing to the successes and failures in the BC and Ontario processes and make recommendations to create favorable conditions for Manitoba. - Peter Miller

- Guiding Principles:

i. The lands and waters of eastern Manitoba contain a boreal forest ecosystem that is whole and fully ecologically developed. It must be recognized that human development activities will not add value to this existing natural system, but rather they will replace and destroy some of its parts. The most important outcome of the East Side Planning Initiative is the creation of a land use plan that ensures that the ecological integrity of this ecosystem is preserved.

ii. The land use plan be ecologically sound, rather than simply a coordinated development plan.

iii. The way in which the land use plan proposes to protect the East Side ecosystem needs to be credible and defensible in terms of both western science and traditional ecological knowledge.

iv. The planning process and the land use plan recognize aboriginal constitutional and treaty rights.

v. The planning process create a land use plan which promotes healthy communities whose economies are sustaining through the recognition that the communities' well-being is predicated upon a healthy ecosystem.

vi. Effective and meaningful public participation be encouraged and facilitated throughout the land use planning process.

vii. The entire planning process be adequately staffed and financed to produce a land use plan of which Manitoba can be proud. - Canadian Parks and Wilderness Society

- A dedicated public registry for the East Side Planning Initiative be established. All documents the Round Table considers should quickly be made available in the registry. - Canadian Parks and Wilderness Society

- Effective consultations would be furthered by the hiring of a person in each community to act as a liaison with the Round Table. This person would build rapport for the Round Table and the Land Use

Planning Initiative in each community. That person would also be able to answer community questions and forward information requests to the Core Group. - Canadian Parks and Wilderness Society

- A Decision Tree for final approval of the land use plan:

  - East Side Round Table writes a draft land use plan.
  - The draft plan be made available to the Minister, the Government's Interdepartmental Planning Committee, and East Side participants, for review and comment.
  - The Round Table prepares a revised plan, based on public review and comment, and present it to the Minister of Conservation.
  - The Minister asks the Clean Environment Commission to hold public hearings, pursuant to *The Environment Act*, to receive public comment on the plan.
  - The CEC prepares a report, makes recommendations regarding the plan.
  - The Minister of Conservation approves the plan (with or without modifications). - Canadian Parks and Wilderness Society

- The process should not be rushed. Getting some form of cohesive input from the communities in the area will take time and special attention. Experience at South Indian Lake and in getting agreement on a form of governance for non-Treaty residents of the north makes me believe that we have to search for an individual in each community who is trusted to collect residents' views and to convey them to the Core Group – then you have to pay him or her and nurture interest. I hope the government sees that this exercise cannot be done effectively on a shoestring budget! - Nick Carter

- The exercise must be very open – an interactive process which makes public every step you take and every finding you believe in. There must be ample opportunity for public discussion as drafts are produced (not forgetting that Winnipegers have as much interest in the province's future as the residents of the planning area and the agencies who want to develop its resources). - Nick Carter

- Developing of the Planning Process

  - Tembec and our partners to Gas-bi-mooka"ang Sawmill and Kiiwetino Ma"iingan Shared Forest Stewardship Company known as the First Nation Limited Partnership (FNLP) should be given full opportunity to review details of this proposed land use planning initiative and provide input on behalf of their shareholders. This same opportunity should be given to First Nations communities, representatives of conservation organizations, and groups representing other economic and public interests.
  - A full opportunity to review the 'Draft Terms of Reference' should be provided to Tembec and the above-mentioned parties in #1.
  - FNLP and Tembec should be provided with a membership position on the Round Table.
  - The East Side Land Use Planning Initiative should have a reasonable start date and end date. Based on the experience of other jurisdictions, this land use plan should be completed within three years from the date it starts. Further, this exercise should start no later than June 1, 2001. - Tembec

- ...a forced time frame or forced outcomes from a public planning exercise would display bias or preference. – Canadian Nature Federation

- The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.) – Canadian Nature Federation

- Public access to information at each stage of the planning initiative, with public (not only electronic) posting of minutes, reports, schedules, options, and comments during both consultation and review processes is essential. Public and timely access to any technical or scientific or mapping material viewed or used in the Initiative will be necessary for a credible process. We recommend immediate action on the COSDI report's recommendations regarding access to information, with continuation throughout the Initiative. Public and community access to existing data and studies regarding the East Side will need to be built into Terms of Reference, and Access guidelines. These steps can start with the review steps for the report on the January to May 2001 pre planning meetings. – Canadian Nature Federation

- A community and public interest Phase of the Initiative would be most productive for future decision making if it resulted in goal setting for the ecosystems and communities in the geographic planning area with identified steps to identify goals, barriers to achieving certain goals, and requirements for decision making based on those goals. This would mean that a policy framework for future decision making in relation to Land Use Planning can emerge in Manitoba and in particular for the East Side. Without goal setting and a policy framework a risk emerges - that short term thinking and assumed benefits would become a priority at the cost of ability to undertake long term planning for the whole forest lands and waterscape, for all communities affected, and for a whole, diversified, community lead economy. A simple test applies. If the Initiative becomes a development driven exercise then short term planning for economic benefit of some parties and some aspects of the economy will result. – Canadian Nature Federation

- Sustainable Development and sustainability (not always the same thing) have three inter-dependant and inter-related elements. Economic factors, Environmental factors, and Social Equity factors. All three are part of any successful, transparent consultation, policy framework, or decision making process that claims to be sustainable. An ecological framework for land use planning implies that sustainability will be operational on long time horizons where all three factors are integrated on a functioning basis. In fact, when sustainability is achieved, spin-offs or benefits in all three spheres increase. Access to information and assured ability to participate are essential for social equity to be achieved. This Initiative's process will need to fulfill its terms of reference and objectives, or the outcomes will not be sustainable. In turn the Initiative's terms of reference will need to support sustainability, including social equity and ecological integrity or the outcomes will not. – Canadian Nature Federation

- Conducting the Initiative in a culture of research, information access, and learning can lead Manitoba society to a strengthened basis for public lands decisions in the future. Examples of concepts and information to apply to planning include: ability to identify carrying capacity for any ecosystem while setting clear goals regarding maintaining natural capital (no net loss objectives), and building social capital. These are examples of elements essential to ecologically based planning. – Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include:
    - The East Side planning initiative to encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c.

- Appropriate and meaningful participation by First Nation communities.
- An ecological base and full technical information to be used.
- All records, reports, document, etc. to be accessible and made public on a timely basis.
- A clear mission or goal statement, with terms of reference, which states that the most important outcome of the East Planning Initiative is a land use plan that ensures the ecological integrity of the East Side ecosystems is preserved.
- Definitions regarding land use planning to be enunciated in the Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways.
- Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the last use planning process would create artificial benchmarks and create conflict among developers).
- That adequate time, information, and staff resources are available for an independent process that is not housed in any one department or subject to internal government alteration. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

Comments from notes of meetings held:

- What is the province's definition of broad area planning and the terms of reference for the study? - Environmental and Recreational Organizations

- A development oriented approach is not appropriate. Define land use planning versus development planning. - Environmental and Recreational Organizations

- Will government ensure that COSDI recommendations are applied to the study? - Environmental and Recreational Organizations

- It is imperative that effective community consultation occurs during Phase 2. The band and community want the opportunity to speak to the issues that concern them. - God's Lake

- Consultation with the local people is essential to developing a plan that will be acceptable and supported by the public. - Poplar River

- Why are another two years of studies and discussions necessary? - Berens River First Nation

- Can we see a draft of the terms of reference - answer was yes, we will share with them. - Gaa-Bi-Mooka-Ang

- What if a First Nation will not participate in the planning initiative? - Gaa-Bi-Mooka-Ang

- How will issues with terms of reference be dealt with? - Gaa-Bi-Mooka-Ang

- Terms of reference to include a draft-planning framework? - Gaa-Bi-Mooka-Ang

- What if AMC, SCO, MKO decided not to participate? - Gaa-Bi-Mooka-Ang

- How is balance to be achieved in the process; interests to be taken into account during the process. - Gaa-Bi-Mooka-Ang

- What is the purpose of the land use plan at the end of the day?-maybe a condition that the plan be flexible and be subject to amendments as time and conditions permit.- Gaa-Bi-Mooka-Ang

- The issue of how future land use decisions will affect community activities was raised. There was an expectation that the community will be involved and listened to during the planning process. - Oxford House

- Is the East Side Planning Initiative just a 'feel good' process and it will be 'business as usual' afterwards? - Hollow Water

- Previous plans and developments have not involved adequate discussions with local people. They want to ensure that the East Side Planning process involves meaningful consultation with band members through community meetings. Grass roots concerns have to be listened to and addressed. - Gods River

- All of the communities should be involved in public consultation meetings. - Northern Affairs Communities

- There is a need to protect the integrity of the natural ecosystems rather than having the study be human focused and development driven. - Environmental and Recreational Organizations

- Land Use Planning Study now being undertaken by Daphne Sinclair. Both Hollow Water and Black River First Nations included. Present notable component is transcribing elders knowledge from Ojibway to English . Spiritual connection to the land, water and animals is edited out because of it's sacred nature. Study will be completed this summer, available on CD ROM. - Hollow Water

Panel Recommendations

Comments on the proposed planning process and planning time table ranged from a proposed alternative decision-making process to problems with and need for meaningful public consultations, mechanisms for ensuring information is made available to the public and the need for workshops on planning. Some questioned the need for more time to conduct studies and wanted to know the purpose of the plan.

The following panel recommendations address:

- the planning process to be followed;
- the time table for completion of the plan;
- the general components of the plan;
- the method of providing information to the public; and
- the role and composition of an Interdepartmental Working Group.

It is recommended that:

20. *The following general process be adopted for the preparation and adoption of the East Side Lake Winnipeg Broad Area Plan.*

Step 1. The East Side Round Table collects information, undertakes research, prepares a communication and consultation plan and conducts consultations to identify the vision, goals, and objectives for the plan and the issues and concerns to be addressed and options and alternatives for addressing the issues.

The round table consults with the East Side Planning Review Committee throughout the process.

Step 2. The Interdepartmental Working Group coordinate preparation of draft East Side Plan as directed by the round table.

Step 3. The East Side Round Table undertakes public consultations on the draft plan.

Step 4. The Interdepartmental Working Group amends plan as directed by the round table.

Step 5. The East Side Round Table forwards plan to the minister for consideration.

Step 6. The minister forwards the plan to cabinet with recommendations for adoption.

21. *The East Side Lake Winnipeg Plan be submitted to the Conservation Minister within two (2) years.*

22. *The components of the East Side Plan include, at minimum:*

- *a vision for the planning area,*
- *goals and objectives based upon the needs of the area,*
- *ecosystem, land use and resource management principles and / or codes of practice,*
- *a land use zone map with policies and / or guidelines for each zone, and*
- *procedures for the regular review and amendment of the approved plan.*

23. *A dedicated public registry and Web site be established for the purpose of making available to the public reports, information and draft plans prepared by or for the East Side Round Table and review committee. Whenever possible, local community resources should be used to distribute information.*

24. *An Interdepartmental Working Group be established to coordinate preparation of the Broad Area Plan for the East Side Lake Winnipeg Planning Area based upon advice received from the East Side Round Table and act as in-house consultants to the round table, by providing planning, resource and policy advice and information to the round table.*

25. ***The East Side Planning Secretariat project leader chair the working group.***

26. ***The working group be comprised of provincial government staff, appointed by their respective departments, including but not limited to staff from the following provincial and federal government departments and agencies:***

- ***Manitoba Conservation,***
- ***Aboriginal and Northern Affairs,***
- ***Industry Trade and Mines,***
- ***Transportation and Government Services,***
- ***Intergovernmental Affairs,***
- ***Family Services and Housing,***
- ***Culture, Heritage and Tourism,***
- ***Manitoba Hydro,***
- ***Fisheries and Oceans Canada,***
- ***Environment Canada,***
- ***Indian and Northern Affairs Canada.***

27. ***The duties of the East Side Planning Secretariat in respect of the Interdepartmental Working Group include, but not limited to:***

- ***arranging working group meetings,***
- ***preparing and distributing meeting agenda, briefing notes and background materials,***
- ***recording and distributing meeting minute,***
- ***preparing correspondence,***
- ***preparing working group reports,***
- ***leading preparation of draft and final East Side Lake Winnipeg Plan,***
- ***administering the general operations of the working group.***

4. Issues and Opportunities

What COSDI recommended

The COSDI report stated that "An objective of large area planning would be to identify the main issues that must be dealt with in the long-term (i.e., in excess of five years), if the values of the ecosystem are to be maintained or improved; to set targets and to ensure that those priorities are implemented."

COSDI subsequently recommended that:

> *"...the ...process address: [1] The integration of the sustainable development components. [2] The alternative land and resource allocation and commitments within the plan, cumulative impacts of the plan, commitments under inter-provincial, national and international agreements to the protection of flora and fauna and protected areas undertaken by Manitoba, and the "precautionary principle", wherever possible... [3] Consistency between large area sustainable development plans. [4] Significant resource allocations... be subject to the requirements of the... plan. [5]... issues associated with significant resource allocations should be accommodated at the time of large area planning. In the event they are not, however, they will need to be by effects assessment, either on their own or as a part of the related development."*

Options proposed

During the public discussions, the panel members raised for discussion a number of significant resource allocation issues and land use and infrastructure proposals that are presently being considered.

In particular, the panel noted the following issues and proposals:

- protected areas initiative,
- all-weather road proposal,
- mining interests,
- tourism developments
- hydro developments,
- community development, and
- the Pine Falls Paper Company and First Nations joint forestry venture.

Review Panel Summary

Comments with respect to land use allocations ranged from a moratorium on resource allocation during the planning process to allowing development to occur during the planning initiative. Local communities wanted to be able to participate in resource decisions.

There was general support from the local communities for an all-weather road. One comment which was often echoed was that the planning process should not delay work on the all-weather road.

What you said

Written comments received from returned comment sheets:

- Benefits to communities should be carefully weighted; realizing that "you can't please all of the people all of the time." - Manitoba Trappers Association

- Community capacity to deal with development when it happens. Economic development opportunities. Resource extraction versus environmental conservation - can a balance be reached. - Winnipeg River, Brokenhead Community, Futures Development Corporation

- Resource sharing and revenue sharing. Traditional territories, trapping territory of First Nations. Protected areas. All weather road. - Poplar River First Nation

- Topic too broad. Should concentrate on road idea only. Look at forestry and mining issues as they arise. - Island Lake Community Council

- The largely intact forests on the East Side of Lake Winnipeg represents one of the premier wilderness paddling destinations in North America. As such, there is high potential to foster increased tourism as a viable economical alternative to relatively low-value pulpwood timber harvest. Integral to tourism development is maintenance of an intact ecosystem. Therefore, activities that lead to increased exploitation or fragmentation of habitats required by endemic wildlife species should be avoided. Species of particular concern for their tourism value and their susceptibility to anthropogenic disturbance include moose, gray wolves, woodland caribou, lynx and native mustelids. Habitats also should be managed to ensure maintenance of bird species richness and composition. Of special concern are bird species that require post fire habitats that are difficult to mimic with timber harvest (e.g., black-backed and three-toed woodpeckers that require standing dead timber) and mature-forest specialists (e.g., blackburnian warblers and barred owls). Activities that negatively impact sport fisheries should be avoided to ensure continued tourism value. In addition, any activity that alters the hydrology of the bogs and wetlands, thereby changing peak flow discharge timing and rates into East Side rivers, streams and lakes should be avoided. - Manitoba Recreational Canoeing Association, Inc.

- If development does occur, it is imperative that bridges crossing navigable water courses be constructed in areas with good upstream visibility (i.e., in areas that allow approaching paddlers sufficient time to identify and avoid hazards) and provide sufficient clearance for safe passage of boats under all flow conditions. - Manitoba Recreational Canoeing Association, Inc.

- With the timber industry, it is all geared to the large operator. Is there any (reason) why more employment can (not) be created for the little guy, i.e., line skidders. - Aghaming

- Road, boundaries, forests. - Loon Straits

Recommendations from submissions received:

- Individual developments / projects, if any, proposed to take place in the planning area apply for environmental licences and be subject to individual environmental assessment. - Canadian Parks and Wilderness Society

- A process considering First Nations project requirements should continue. - Tembec

- Any work completed in this area as part of the "Network of Protected Areas Strategy" previously lead by the Parks Branch of Manitoba Conservation be incorporated into this exercise so that it is completed as part of the East Side Land Use Plan. - Tembec

- The historical and traditional rights and values of First Nations in the land use planning area should be given due consideration. - Tembec

- A planning framework for forest resources should be adopted by Manitoba, such as Ecosystem-Based Management or Sustainable Forest Stewardship. - Tembec

- It is consistent with the COSDI report, as adopted by the Manitoba government, to undertake a planning exercise prior to any further allocation of resources. – Canadian Nature Federation

- Those lands and waters currently impacted by development within the recommended geographic scope of the undertaking have never been assessed for cumulative impacts. We have no mechanism in Manitoba for anything other than environmental impact projections provided for licensing purposes. Implicit in the next Phase of this Initiative is a commitment for ongoing follow up and environmental assessment - perhaps also economic and equity assessment - of the fulfillment of the goals established. A planning exercise of this kind potentially becomes worthless if there is no follow up intended. Establishing a set of benchmarks connected to planning goals becomes a main tool of the exercise, and is built on the assessments products required. A scan of the state of the geographic scope for the Initiative, with full mapping and access to information would be an appropriate start. – Canadian Nature Federation

- Any planning initiative undertaken in forest landscapes and regions will need to take Climate Change into account. This will include an ability to project impacts from fire, based on new models, while identifying other potential climate change impacts. A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from any decision scenario is a primary tool for future decision making in our forest natural regions. A stated objective for the next Phase can be identification of current and potential climate change impacts. Manitoba needs to be able to apply these factors to planning, including for this Initiative. – Canadian Nature Federation

- Our comments here are predicated on the assumption that the government of Manitoba will continue all of its efforts to complete the network of protected areas in Manitoba, including within the natural regions and geographical scope of the Planning Initiative, using the same quality of representation science services and ecological design. Government of Manitoba commitments to complete Manitoba's network of protected areas are among the obligations identified for these natural regions. To date none of the natural regions which we identify and recommend for the geographic scope of the Initiative has complete representation or a complete network of protected areas. We also make our comments based on the assumption that consultations for protected areas establishment in Manitoba will be ongoing - and that this Initiative does not replace those consultations. – Canadian Nature Federation

- We suggest that development intentions or wishes are not part of the next Phase of the Planning Initiative. Any party or individual who benefits from or is associated with any of these development intentions must be clearly identified in all proceedings. Transparency in these matters will also assist credibility and the outcomes. Perhaps this is a three part Initiative. See our comments above. Phase One has been the pre planning meetings and report containing these comments with review to arrive at a process model. Phase Two is the goal setting and policy framework consultations, based on clear definitions and terms of reference. Phase Three is the consultation regarding application of those goals to the geographic scope of the Initiative. – Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include: …Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the last use planning process would create artificial benchmarks and create conflict among developers). – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

- … the area covered by the initiative will include the Knee Lake, Gods Lake Oxford Lake area where a promising major regional diamond exploration program commenced recently. Major diamond companies De Beers, BHP and Kennecott and several smaller parties, including Indicator Explorations, have large exploration permits in the area. It is possible that bodies of kimberlite, the most common diamond host rock, are present throughout much of the area to be covered by the planning initiative, given the fact that the NWT kimberlite "province" (including the Ekati Diamond Mine kimberlites), for example, is more than 300km side. I suggest that the Manitoba Government should at least conduct reconnaissance kimberlite indicator mineral sampling (10km interval samples?) over all of the northern half of the planning initiative area. It should surely be a priority to determine the location of potentially diamondiferous kimberlites sooner rather than later, considering land use Planning is underway. – Indicator Explorations Ltd.

Comments from notes of meetings held:

A. All-weather Road:

- The study should focus only on road issues which is the first priority, considering other land uses will make the study too broad. - Island Lake
- Environmental impacts need to be assessed before a road…can be approved. - Island Lake
- Before a road is developed other support facilities, i.e., RCMP series, need to be considered. - Island Lake
- More information is required concerning the proposed road…corridors. - God's Lake
- The community wants a road to provide access to reduce costs of goods. The road should be developed to highway standards. - Poplar River
- Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead; others do not. Will there be doubling up, i.e., hydro and road corridor? Mineral potential greater in Northern section. - Lac du Bonnet
- Has a cost benefit analysis (i.e., materials) on road that far north been conducted? - Lac du Bonnet

- Justification for an all weather road should not be economic based only, i.e., Pine Falls Paper Company / Tembec interests. Is the East Side Planning Initiative a process to justify a road economically? - Berens River First Nation

- The road has to happen for the socio-economic benefit of Berens River First Nation. - Berens River First Nation

- At meeting with the Premier concern was expressed with timing. Berens River First Nation wants all weather road construction to be underway within the next 2 years. - Berens River First Nation

- An Environmental Impact Assessment for a road should be done now from Hollow Water First Nation to Berens River First Nation as a parallel process to the East Side Planning Initiative. Berens River First Nation would like assurance that there is a parallel process. - Berens River First Nation

- In a meeting with Ministers Honourable Ashton, Lathlin and Robinson, Chief Everett stated that people needing the road should be the reason for construction not a resource extraction justification. The road should be built for the people using a 'remote access policy' as justification. - Berens River First Nation

- Frustration levels are growing and patience is running out. The federal and provincial governments are seen as 'passing the buck' with no firm commitments. A parallel process with Berens River development proceeding now is what is required. There have been studies since 1928 and still no road. - Berens River First Nation

- A development agreement is needed now so that three communities: Berens River, Hollow Water and Bloodvein First Nations can begin environmental studies and proceed with road construction sooner. - Berens River First Nation

- For road construction to proceed rock crushing facilities need to be upgraded. - Berens River First Nation

- Pilot project proposal handed out should be considered as an example to follow for the rest of the road. - Berens River First Nation

- Training needs to occur well in advance of construction starting. Concern that young people will be let down if expectations for employment are built up but not fulfilled. - Berens River First Nation

- Where is the East Side road going – what route has been chosen? - Berens River First Nation

- The road location to Oxford House requires further discussion and review with the community. They consider Thompson to be an important commercial and social centre for the community. A connecting route from Norway House to Molson Lake to Oxford House would allow this connection whereas a north-south road access to Manigotogan would not. - Oxford House

- The community has mixed feelings about an all-weather road. The elders are concerned with potential development associated with the road, while younger people view the road as an opportunity. - Gods River

- Many details concerning the proposed East Side all-weather road are not clear, i.e., construction standards. They believe that the road should be built to the same standards throughout the study area. - Gods River

- The rationale for road development should not be to only satisfy commercial industry needs. - Gods River

- The East Side Planning Initiative and the highway road project should be linked to avoid land use conflicts. - Gods River

- There is support for a road as it will provide ecotourism, forestry and fishery economic opportunities. - Northern Affairs Communities

- There is support to have road construction begin as early as possible. - Northern Affairs Communities

- With regard to the East Side Planning Initiative - Hollow Water agrees that an all weather road is important and will back Chief Everett from Berens River on this. - Hollow Water

- Support for all weather road – but local construction company should get work building and maintaining the road. - Hollow Water

Panel Recommendations

It is recommended that:

28. East Side Broad Area planning and highway planning for the upgrading and extension an all-weather road to the Bloodvein community occur simultaneously and the province be prepared to accept an Environment Act Licence application for this road extension and upgrade as the next step in the review and consideration of this highway proposal.

29. Manitoba Transportation and Government Services co-ordinate their communication and public consultation activities with those of the East Side Round Table.

30. As soon as possible, the East Side Round Table provide advice on the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community.

31. The East Side Round Table provide advice and input on the options in the East Side Transportation Network Study to be conducted by Manitoba Transportation and Government Services.

32. Manitoba Transportation and Government Services work with the East Side Planning Secretariat to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

B. Protected Areas Program:

- Opposed to the designation of Hudwin Lake as a Protected Area. Note: Parks has recently removed the Protected Area designation for Hudwin Lake and the area is now considered an Area of Special Interest. - Island Lake

- The Poplar River Protected Area is very important to the band's future. Ecotourism projects will provide sustainable long term jobs for locals. The band supports having the Protected Area become officially designated. - Poplar River

- Consideration should be given to having the Protected Areas program reflect traditional and cultural features identified by bands like Little Grand Rapids and Puangassi. - Poplar River

- Do Protected Areas allow continued access by people? - Lac du Bonnet

- Concern expressed that the Poplar River Park Reserve boundaries seen on present land use map still overlaps with Berens River traplines 4 and 5 even though Poplar River has asked Parks and Natural Areas Branch for this area to be changed. - Berens River First Nation

- Clarification is needed on what a protected area is and notification should be given when new ones in the region are designated. - Berens River First Nation

- When was protected areas established and where? - Gaa-Bi-Mooka-Ang

Panel Recommendations

It is recommended that:

33. ***The East Side Round Table provide advice on protected areas within the planning area, consistent with the program parameters.***

C. Treaty and Aboriginal Rights:

- Traditional lands belong to First Nations people for exclusive uses. - Island Lake

- How does the East Side planning initiative relate to the Treaty Land Entitlement process? - God's Lake

- Why is not Treaty 5 recognized in the planning initiative? - Gaa-Bi-Mooka-Ang

- Will there be respect for peoples ties to the land? Does Hollow Water have to make land claim for the whole area to ensure this? People lived off the land before the road to Pine Falls went through and should still have the right to do so. - Hollow Water

- Treaty rights have the authority of law. There are millions of dollars at stake and Hollow Water wants fair share. - Hollow Water

Panel Recommendations

It is recommended that:

34. ***The East Side Plan recognize, affirm and be in compliance with treaty obligations and aboriginal rights.***

D. Forest Development and Use:

- Concerns with the amount of land allocated for exclusive use by forest company. - **Island Lake**

- Require more information about potential forestry…interests before land use decisions are made. - **God's Lake**

- There should be no expansion of Temblec's Forest Management Licence until the East Side planning process is completed. - **God's Lake**

- The band does not want to have their traditional area allocated to Tembec for an expanded forest management Licence (FML). They inquired if the province is putting future FML expansion on hold until the East Side plan is completed. - **Poplar River**

- Concerns that the new government is ignoring the existing Memorandum of Understanding. The need for a new sawmill and the some 130 jobs associated with it. Berens River is willing to cooperate but firm commitments to proceeding with development are required. - **Berens River First Nation**

- Provincial government has used wood volumes as an excuse to not get things done. Timber volumes have to be tied to expansion. Spoke with Director of Forestry Branch, Gord Jones, re: the Memorandum of Understanding specifying Berens River wood volumes and road development agreement, such clauses in the Memorandum of Understanding are very important to Berens River First Nation. - **Berens River First Nation**

- Discussion on volumes required for start up of saw mill operation, hope that by next summer the sawmill will be starting up with monies from Federal Indian and Northern Affairs and that it will be running by next fall. - **Berens River First Nation**

- Existing reforestation knowledge and skill based in Berens River should be sought and utilized by those interested in pursuing forestry in the area. - **Berens River First Nation**

- Can this initiative include things such as forestry inventory for the joint venture? - **Gaa-Bi-Mooka-Ang**

- The Oxford House band wants to know which company has timber rights to their area and if an Forest Management Licence expansion by Pine Falls Paper Company will involve their traditional area. - **Oxford House**

- The community expressed a desire to have a larger role in future forest management decisions made within their traditional area. They felt that economic benefits to the community should be part of allowing a timber company to harvest timber in their area. - **Oxford House**

- Concern expressed with the monopoly given to forest companies as these companies do not represent the needs of the communities. Locals are not involved and have no way of monitoring activities. - **Northern Affairs Communities**

- Concerns with how existing short term activities, such as cutting, will impact longer term objectives such as ecotourism. - **Northern Affairs Communities**
- Concerns with Pine Falls Paper Company's (PFPC) existing cutting rights. The company is running three shifts and by the time the East Side Planning Initiative is completed their traditional area may already be fully harvested. Can the harvest be stopped now? - **Hollow Water**

- Pine Falls Paper Company had promised local contractors employment and this is not happening to the degree promised. A meeting with Minister Lathlin to discuss this lack of employment is required. - **Hollow Water**

- Hollow Water First Nation has their own sawmill employing people. Can build own homes but will there be enough saw logs left in area to do this? - **Hollow Water**

- Pine Falls Paper Company is giving mechanized large loggers an unfair advantage. They can afford the shut down periods in the summer when Pine Falls Paper Company is no longer buying some woods, i.e., spruce. Small contractors still have to make payments on equipment and cover fuel costs but can't do so during such periods. Local loggers rights have to be considered. Any expansion has to include more local contractors. Can the existing contract with Pine Falls Paper Company be broken? - **Hollow Water**

- In cutting areas the mechanized / large contractors take out all the large trees and leave the leftovers for the local contractors. - **Hollow Water**

- Grand Chief Coon Come says First Nation's control our natural resources. How come the big companies are controlling them? Hollow Water might have to blockade the road and stop access to their resources to slow down Pine Falls Paper Company. - **Hollow Water**

- Individual logger concerned with Pine Falls Paper Company scaling system. Feels that company is shorting on number of cords. Difficult enough to make a living. Also concern that only about 15% of area known as Beaver Creek is logged by Hollow Water; should be more. Archeologists have examined some areas: burial grounds, pictographs and rock formations found there. Logging needs to be stopped now. - **Hollow Water**

- There was a proposal put forward by area Chiefs in the past that proposed First Nation's doing all the harvesting; province getting stumpage fees and the company processing the wood. A copy had been sent to Minister Lathlin and Minister Robinson. - **Hollow Water**

- With Pine Falls Paper Company not fulfilling their promises and ignoring Hollow Water interests; demonstrations may be inevitable. - **Hollow Water**

- Hollow Water would like to become more mechanized contractors; get the machinery to compete with larger contractors. Look at forming a corporation like Moose Lake Loggers have done. New equipment would also allow participation on building the road. - Hollow Water

- Pine Falls Paper Company only three years into a ten-year plan. Hollow Water needs to make some money before all the wood is gone. - Hollow Water

- Can Poplar trees be better utilized; possibility with Palister furniture and small company in the U.S. Minister said to talk with Pine Falls Paper Company about accessing poplar. Why should Hollow Water not have right to cut our own logs? Saw mill needed for job creation. Present situation not good for local people only the province and Pine Falls Paper Company. - Hollow Water

Panel Recommendations

It is recommended that:

35. The East Side Round Table provide advice on the need, acceptability and sustainability of an expansion of forest harvesting in the planning area.

36. The province permit forest allocations up to the Annual Allowable Cut, as determined by Manitoba Conservation within Forest Management License # 1.

37. The province not allocate timber north of Integrated Wood Supply Area # 1 beyond historical levels pending completion of the East Side Plan.

E. Consultations on Land and Resource Allocations and Issues:

- How will First Nations be consulted with before anymore land is allocated? - Island Lake

- What about circulating the community issues identified by all communities to stakeholders. - Gaa-Bi-Mooka-Ang

- What will be examined in the planning initiatives: all dispositions; all resources? - Gaa-Bi-Mooka-Ang

- Resource allocations and how decisions are made are important. Delgamuk - Marshall court cases. - Gaa-Bi-Mooka-Ang

- This process should not be used to satisfy consultations / consent contemplated by Delgamuk on resource / land allocations, i.e., Bi-pole, all weather road. - Gaa-Bi-Mooka-Ang

- Land dispositions as a speculation for profit by outside interests. - Gaa-Bi-Mooka-Ang

- Look at the news release and what their understanding is on resource allocation issue. - Gaa-Bi-Mooka-Ang

- The community wants consultation to occur before any new resource allocations are considered in the area. - Gods River

- Consultation should occur after base line information has been provided to the communities, i.e., maps, resource data, etc. This will allow the communities to make informed comments. - Northern Affairs Communities

Panel Recommendations

It is recommended that:

38. The East Side Round Table provide advice on mechanisms for ensuring meaningful local public and community consultations in future land and resource allocations.

F. Aboriginal and Community Development:

Recommendations from submissions received:

- Berens River First Nation: Parallel Process of Development and Land Use Study:

The Parallel Process will apply to a 20-mile radius around the community of Berens River to allow forestry development to continue in terms of short and long range sawmill development plans at Berens River.

The remainder of the Berens River traditional lands would be allowed for the Land Use Study without compromising the timber volumes needed to calculate the viable startup operation of the Berens River sawmill in the short term. In other words, not all timber volumes would be frozen on the Berens River traditional lands during the study, mainly for long range calculation purposes, etc. The Parallel Process should also apply to a 20-mile radius around the community of Bloodvein to allow continued forestry development and sort and long range strategic planning and development. It is suggested that the remainder of Bloodvein traditional lands would be recommended for the Land Use Study.

The Parallel Process should also apply to a 20-mile radius around the community of Hollow Water to allow continued forestry development and short and long range strategic planning and development. It is suggested that the remainder of the Hollow Water traditional lands would be recommended for the Land Use Study.

The Parallel Process will apply to the all-weather road right-of-way / corridor between Berens River, Bloodvein and Hollow Water to allow for a Phase I Development Initiative while the Land Use Study is carried out and completed. Under Phase I, the Environmental Impact Assessment would be completed within two years and construction of an all-weather road to Berens River would begin.

- Berens River First Nation: Phase I Development Agreement Requested:

The Berens River First Nation requests that a Phase I Development Agreement be in place before the Land Use Study takes place in order to give respectful recognition and meaningful commitments to the parallel process. The parties to the agreement would be the Province of Manitoba, the Federal

Government, Pine Falls Paper Company and Hollow Water, Bloodvein and Berens River First Nations. To date, the Berens River First Nation has been involved in a four-year process of negotiations regarding all-weather road development and sustainable forest industry development for the region and this process must be respected and accommodated and not set aside. An all-weather road to Berens River has been studied since 1928. The Berens River First Nation is willing to respect and accommodate the need for the Land Use Study as long as there is due respect for limited parallel development as recommended by this paper. - Berens River First Nation

- Create special community planning initiatives for each remote community to link local planning with the wide-area planning. One model appears in the attached proposal created by my colleague Dr. Judith Harris in January 2000, "Research and Learning Workshops for Community Planning." Whether this or another model is followed, there needs to be a more extended process than a visit or two by the Round Table. - Peter Miller

Comments from notes of meetings held:

- How will the province assist First Nations to become involved with resource development projects? - Island Lake

- Band wants to have a zone of community influence corresponding to the traditional trapping areas where they would have jurisdiction over resource allocations. - God's Lake

- The community needs to look towards the future and consider how they want to see the natural resources allocated and the type of development that is acceptable. - Poplar River

- The existing boundary follows the community trapline boundaries and currently meets the community's needs. - Poplar River

- The bands are caretakers of the land and should be able to manage the resources such as traplines without government involvement. Local communities should have the first right to determine what type of resource allocations can occur within their traditional areas. - Poplar River

- Poplar River is in the process of securing funding for the preparation of a Land Management Study. Their long range goal is to have the local people to manage the land. - Poplar River

- Will access to resources be community driven? Do the resources belong to all the people or a select few, i.e., Pine Falls Paper Company or mining interests? There is disappointment in level of local government involvement. Local government listed last in Round Table composition list. Feel slighted if this meeting supposed to represent having been consulted. - Lac du Bonnet

- First Nation needs should be met first. - Gaa-Bi-Mooka-Ang

- There is a need for each community to develop a community based plan addressing social, economic and land use issues. - Northern Affairs Communities

- We see this as a parallel process to our development plans. Looking for some explicit statement from government on this issue. We are prepared to compromise. - Gaa-Bi-Mooka-Ang

- Chief White Bird meeting with Doer on the dual process idea. - Gaa-Bi-Mooka-Ang

Panel Recommendations

It is recommended that:

39. ***The East Side Round Table review the status of community planning in the planning area and provide advice on ways and means to meet the needs for community plans.***

40. ***The East Side Round Table provide advice on the relationship that should be established between the Broad Area Plan and local community plans.***

G. Hydro Development:

- Environmental impacts need to be assessed before a… hydro line can be approved. - Island Lake

- More information is required concerning the proposed… hydro line corridors. - God's Lake

- Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead others do not. Will there be doubling up, i.e., hydro and road corridor? Mineral potential greater in Northern section. - Lac du Bonnet

- There are feelings that the East Side Planning Initiative is tied to Hydro development, that Hydro is 'driving this' as they need to come down the East Side of Lake Winnipeg with a power line. Meetings 10 years ago on Conawapa hydro project, Hydro was only interested in power line down the East Side - not a road. - Berens River First Nation

- Berens River First Nation people want jobs when the Hydro line and road are built. Jobs and economic benefits are important and advance notice is needed to prepare for when this work comes. - Berens River First Nation

- Hydro is going to have difficulties with the First Nations. They promised to eliminate the need for generators and bring low price power but have failed to do so. Also they have not made provisions for needed commercial use power for sawmill operations and plan on taking the line straight through. - Berens River First Nation

- Work with Hydro right now is going well. - Hollow Water

Panel Recommendations

It is recommended that:

41. ***The province direct Manitoba Hydro to not submit a Bipole III Environmental Impact Statement for licensing a transmission line route through the planning area until January 2003. Prelicensing activities will continue as per normal process.***

42. ***The East Side Round Table provide regional guidance relative to Manitoba Hydro in regards future electrical transmission facilities within the planning area.***

43. ***Manitoba Hydro co-ordinate their future transmission line communications and public consultation activities with the East Side Round Table.***

44. ***Manitoba Hydro work with the East Side Planning Secretariat to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.***

H. Process for considering Development Proposals:

- There is a need for a formal moratorium on all future developments, i.e., Class 2 and 3, as defined in *The Environment Act*. - Environmental and Recreational Organizations

- The starting point for the study should be that no development will occur on the East Side at this time. - Environmental and Recreational Organizations

- The band does not want to have their traditional area allocated to Tembec for an expanded forest management Licence (FML). They inquired if the province is putting future FML expansion on hold until the East Side plan is completed. - Poplar River

- There should be no expansion of Temblec's Forest Management Licence until the East Side planning process is completed. - God's Lake

- Concern that statement by the Premier regarding a freeze on development on the East Side will delay the start of business plans. - Berens River First Nation

- To what level can development occur during the planning process. - Gaa-Bi-Mooka-Ang

- How will development be accommodated while this process occurs and how will other studies impact this group and its plans for investments. - Gaa-Bi-Mooka-Ang

Panel Recommendations

It is recommended that:

45. ***Crown land and resource development and allocation requests which have a minor land use or environmental effect would be processed and approved or declined as per normal government administrative procedures. Examples include: cottage lots, lodge outcamps, trapping cabins, fishing and hunting licences and mineral exploration.***

46. ***Crown land and resource allocation requests and development proposals which may have significant land use or environmental effect be referred to cabinet.***

Where such requests and development proposals are considered to be in the public interest, and where cabinet decides the request or proposal should be actioned immediately, the request / proposal would be processed as per normal administrative procedures. For example, those requiring an Environmental License would proceed as per the requirements of The Environment Act.

I. Mining Development:

- Require more information about potential… mining interests before land use decisions are made. - God's Lake
- Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead - others do not. Will there be doubling up, i.e., hydro and road corridor? Mineral potential greater in Northern section. - Lac du Bonnet

- Brought to the panels' attention that a 'Wolf Mining Industry' is apparently involved in an area called Monument Bay and is interested in building a road to the area. - Berens River First Nation

- Mining interest; involved with Falconcrest now. Did some drilling near Pelican Harbour. 50% ownership of gold mine. Hollow Water is pro development as long as they are included in the benefits. - Hollow Water

Panel Recommendations

It is recommended that:

47. The East Side Round Table consider the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area.

48. Mining exploration and development in the planning area continue as per existing established processes and procedures.

J. Tourism and Recreation:

- Eco-tourism is important too. There is a group of people working on establishing alternative development not just loggers are being affected by East Side Planning Initiative. - Hollow Water

- Logging makes it difficult to sell eco-tourism. Clear cutting makes forest unattractive. - Hollow Water

- Pelican Harbour cottage development is making a lot of money. Hollow Water should be allowed to have cottage developments too. Why can cottagers build massive cottages but trappers and fishermen can't have little shacks? - Hollow Water

Panel Recommendations

It is recommended that:

49. The East Side Round Table consider and address the needs, opportunities and acceptability of tourist development in the planning area.

K. Traditional Activities:

- Consideration also has to be given to traditional activities like mushroom picking, blueberry picking, harvest of traditional medicine. Logging is occurring on Black Island where blueberries have been traditionally harvested. - Hollow Water

Panel Recommendations

It is recommended that:

50. The East Side Round Table consider and address traditional activities within the planning area.

5. Research Needs

What COSDI recommended

The COSDI report stated that "Local planning and development decisions must take into account ecological as well as economic, social, cultural and human health considerations. Development decisions must be made with knowledge of the physical and biological relationships that define those systems. Currently, adequate information is lacking with respect to physical and biological aspects of the natural systems in which Manitobans live and where development activities occur…Conducting studies and developing sustainable development plans… will help understand the environmental and physical restraints within which economic, social and cultural development, or the protection and enhancement of the natural environment and human health, are allowed to occur."

Specifically, COSDI recommended the government:

> *"Provide adequate support, staff and fiscal resources to the sustainable development planning advisory committees to undertake appropriate studies, involve the public, and prepare the plan."*

Options proposed

During the panel discussions, a proposed planning process organizational flow chart which noted a proposal to establish in support of the East Side Round Table:

- an Interdepartmental Working Group who would provide information on departmental positions, policies and priorities;
- Intradepartmental Working Group who would provide background information, prepare maps on various resources, and
- Planning consultants who would facilitate the planning process.

Panel Summary

There was very little direct discussion concerning the research that may be required to further the planning process. Those comments raised during the meetings were related to the need for basic information on the resources of the area. Recommendations outlined in received submissions noted the need for adequate research and planning support both from a staffing and financial perspective.

What you said

Written comments receive from returned comment sheets:

- Enough time should be allocated to ensure that there is a minimum of disruption to the ecosystem - wildlife, water quality, etc. before any changes are implemented. - **Manitoba Trappers Association**
- Socio-economic impact. Environmental impact. - **Winnipeg River, Brokenhead Community, Futures Development Corporation**

- Social impacts of development. Environmental impacts of development. Traditional land use entitlement. Resources (Natural Resources Transfer Act). - **Poplar River First Nation**

- Environmental impact study needs to be done first. - **Island Lake Community Council**

- The Manitoba Recreational Canoeing Association, Inc. (MRCA) believes primary research needs include:
  a. Research to determine whether increased tourism is a viable economic alternative to resource extraction or pulpwood forestry for the East Side forests.
  b. Research to develop a better understanding of how alterations to both the spatial and temporal disturbance regimes caused by various activities (e.g., logging replacing fires as the primary disturbance) affect the long-term viability of wildlife populations and ecosystem functions in general. - **Manitoba Recreational Canoeing Association, Inc.**

- Protection of wildlife habitat. As much local employment as possible, re: road construction, hydro lines, saw mills, paper industry, tourism-eco, etc. - **Aghaming**

- Check the moose hunting. - **Loon Straits**

Recommendations from submissions received:

- Provide resources and time to conduct appropriate research and assemble information in user-friendly formats to meet the following needs:

a) Existing biophysical and social data need to be assembled and put in accessible and usable formats.
b) GIS and computer modeling capabilities are needed for queried presentation of information and development of alternative scenarios and their implications.
c) Data gaps and uncertainties need to be identified and their significance for planning and further research investments assessed. A continuing program of biophysical and social research and monitoring needs to be devised for adaptive planning and management.
d) There needs to be an initial review of earlier planning models and experience. (See Recommendation 8.) Monitoring and periodic review of the East Side process(es) will also be helpful.
e) Research needs to be commissioned or assembled to answer questions critical for planning, such as:
    i) What general social and ecological values do the citizens of Manitoba and residents of the planning area hold? In what ways do Manitobans and residents value the regional landscape, particular features of it, and human occupancy and use in the region? What are their visions for this area and human use, occupancy and relations to it? To what extent are Manitobans and residents in broad agreement in their values and where are the points of divergence? What ethical principles and approaches do they believe should govern the adjudication of differences?
    ii) What is the state of various jurisdictional claims over the planning area, including federal, provincial, Aboriginal and citizen responsibilities, claims and rights?
    iii) What is the extent of representation of natural areas and features in the planning area? What are the most promising candidate sites to complete the representation? How can appropriate buffering of and connection between sites be achieved?

iv) What areas are most valuable from the standpoints of wilderness recreation and naturalistic study?
v) What areas are most valuable from the standpoint of traditional land use?
vi) What areas are most valuable from the standpoint of ecotourism and cultural tourism potential?
vii) What areas are most valuable for various non timber forest products?
viii) What areas are most valuable for the forest, mining and hydro industries?
ix) What are the impacts on carbon sequestration by the forest under various scenarios?
x) What are the impacts of road access and hydro corridors on wildlife, fisheries, fire patterns and frequencies, hydrological regimes, etc.?
xi) What are the impacts of road access and hydro corridors on human communities?
xii) What are timber volumes available from various parts of the planning area under various harvest intensity scenarios?
xiii) What are the impacts on forest structures and functions of various harvest and access scenarios? What research and uncertainties underlie the answers?
xiv) What are the economic opportunities and potential for non-consumptive or minimally consumptive eco-tourism, adventure tourism, and cultural tourism opportunities?
xv) What are the economic opportunities and potential for non-timber forest products?
xvi) What are the economic opportunities and potential for timber and mining?
xvii) What are the compatibility's and potential conflicts between the above economic opportunities? What is required to make them sustainable enterprises?
xviii) What are the access issues facing the communities in the planning area, what is the full range of alternatives for addressing these issues, what are the dollar and non-dollar costs and benefits for each of the alternatives, which are technically, socially and economically feasible, and how do they impact other planning objectives for the region? Are there alternative ways to invest the cost of the contemplated all-weather road from the south that would provide greater net social and ecological benefit? - Peter Miller

- Host a workshop to scope out the research needs and questions for the planning exercise. The Model Forest and C-FIR help to organize such a function, since we have had considerable experience in doing that for our own programs. - Peter Miller

- Do you have money for outside research? It seems to me that you'll need the help of a professional familiar with oral history techniques—maybe you also have to find a good old-fashioned community development expert who knows how to engage remote community residents in dialogue. - Nick Carter

Comments from notes of meetings held:

- Will we have a website with current information and maps? - Lac du Bonnet

- Require more information about potential forestry and mining interests before land use decisions are made. - God's Lake

- More information is required concerning the proposed road and hydro line corridors. - God's Lake

- A GAP analysis is required as is more background information before decisions are made. Need to generate more maps, i.e., enduring features, watersheds. - Environmental and Recreational Organizations

- Identify what commitments (non-negotiables) are in place from Government perspective. - Environmental and Recreational Organizations

- There is a feeling in the community that the East Side has had a lot of various studies over the years. There will be a need to demonstrate to the people the benefits of doing another study. - Poplar River

- How does the Water Strategy for the province relate to the East Side Planning process? - Environmental and Recreational Organizations

- The Ecosystem Based Management report is not yet available. The question was asked who paid for the report. - Environmental and Recreational Organizations

- What is COSDI and when was the report finalized? - Gaa-Bi-Mooka-Ang

Panel Recommendations

It is recommended that:

51. ***A list of existing environmental, social, economic, resource, land use, tenure, government commitments, biophysical, heritage, etc. information, reports, data bases and maps be compiled by the Interdepartmental Working Group for use by the East Side Round Table.***

52. ***The East Side Round Table identify, as soon as possible, its data needs, such that, appropriate research may be initiated, including the hiring of consultants as appropriate.***

53. ***The East Side Plan be prepared using the best available information within the established time table subject to future amendments as new and better information becomes available.***

Note: see also recommendation 17.

6. Comments on Phase I Discussions

The following are comments recorded by panel members and staff on the public discussion process being followed in Phase I of the planning process.

Panel Summary

During the course of meetings and in submissions a number of suggestions were made to improve Phase 1 of the process. Comments included suggestions for reviewing the results of Phase 1.

What you said

Written comments received from returned comment sheets:

- In addition, we would like to be able to review the draft report for Phase I prior to its submission to the Minister. Reviews also should be entered into the public registry. - Manitoba Recreational Canoeing Association, Inc.

Recommendations from submissions received:

- To improve the pre-consultation phase of the land use planning process, Canadian Parks and Wilderness Society Manitoba recommends that a public registry for the pre-consultation phase be immediately created that contains, at a minimum, the following material:

- list of all names of review panel members and their *curriculum vitae*
- organizational chart for Phase I of the large area land use planning process
- terms of reference for the review panel
- list of meetings the review panel has had, either as the panel alone, with other government staff/departments, or with non-government participants
- minutes of all meetings that have taken place, including of the review panel alone
- copies of any reports or memorandum received or prepared by the review panel to date

- To improve the pre-consultation phase of the land use planning process, Canadian Parks and Wilderness Society Manitoba recommends that prior to Phase II of the large area land use process proceeding, the pre-consultation team's report receive approval by the following steps:

- The pre-consultation team prepares a draft report.
- This draft report is forwarded to the Province's Round Table for Sustainable Development and to the Aboriginal Resource Council.
- The Round Table makes the draft report available to the public and provides 60 days for review and comment. Comments are to be returned to the Round Table.
- During the 60 day period, the Round Table provide an opportunity in Winnipeg and in an East Side community for verbal presentations to be made.
- After receiving all comments, the Round Table would direct the pre-consultation team to prepare a final report of recommendations.
- During the preparation of the final report, the Round Table would immediately make available all minutes of its meetings having to do with revisions/progress of the preparation of the final report.

- The final report would be received and approved by the Round Table and forwarded to the Minister of Conservation. The final report would also be made immediately available to the public.

- The East Side pre-consultation phase develop a consultation process that allows for meaningful and effective consultation with First Nation communities and individuals. - Canadian Parks and Wilderness Society

- First Nations consultation guidelines for the government of Manitoba are an outstanding commitment that are needed for a variety of current decisions including for this Initiative. Standards and consistency for interaction and consultations with First Nation communities need to be put in place in Manitoba. We would suggest that a registry for consultants' activities would also provide communities and citizens with a better understanding of who is providing services or speaking for the government of Manitoba (see COSDI pg. 38). – Canadian Nature Federation

- We expect the Phase I report to contain a clear definition for land use planning. Terms of Reference which include objectives for the planning initiative, acknowledging the public interest in these tracts of public lands and waters. Definitions and terms of reference to guide the initiative are the starting point. These Terms of Reference should also include *existing* commitments and objectives for the geographic scope - that is identification of current obligations on the part of Manitoba. We urge Manitoba to support the precautionary principle as it is referenced in national legislation and various international agreements in these Terms of Reference. (see also COSDI pg. 21). – Canadian Nature Federation

- Before an overly prescriptive blueprint for Phase 2 is adopted, it might be helpful to have your findings to date discussed at a facilitated workshop at which some members of the different caucuses meet with one another to see which recommendations achieve mutual assent. One of the principles of a shared decision-making model is that participants have a hand in crafting together the procedures that will guide them. – Peter Miller

- …that distribution of these comments and all other documents, reports, and technical materials regarding the planning initiative will be thorough and widespread…It is our continued position that effective and meaningful public participation is central to any valid land use planning process. Establishing the means for such public participation today, before the public review of the Phase One report begins, is important to the well-being of the entire East Side land use planning process. These steps would demonstrate to all parties that may participate in or be affected by the land use planning process that meaningful public participation comes first, and is not simply an afterthought. Finally, it should be noted that to date there has been no access to information regarding earlier responses and comments about Phase One, despite most of a year passing. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include: …- Definitions regarding land use planning to be enunciated in the Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

Comments from notes of meetings held:

- Consider community meetings to increase attendance and awareness in the communities. - Island Lake
- Send summary of meeting to bands and communities that were not represented. - Island Lake
- Place minutes of all meetings held during Phase 1 on a public registry for everyone to review. - Environmental and Recreational Organizations
- Confirm dates for all public meetings and make them available to all. - Environmental and Recreational Organizations
- Require input from other groups, including the aviation industry and cottage associations. - Environmental and Recreational Organizations
- Develop and update a WEB site for the East Side Planning Initiative. - Environmental and Recreational Organizations
- Develop a public awareness campaign to involve more citizens other than specific interest groups. - Environmental and Recreational Organizations
- The Phase 1 draft report to the Minister of Conservation be circulated to participants with a minimum of 30 days provided for comments. - Environmental and Recreational Organizations
- Representatives from Hydro and Highways should attend the community Round Table meetings to discuss their proposed routes. - God's Lake
- How many Aboriginal communities does the Panel plan to visit and does the Panel recognize the difficulty in arranging this logistically? - Lac du Bonnet
- What other First Nation groups have the panel met with? - Berens River First Nation
- Why was Treaties 1 - 5 communities not consulted prior to initiation of the planning initiative? - Gaa-Bi-Mooka-Ang
- What about a stakeholders meeting to discuss the process or rather this group meeting with the round table - board in place by March 1 with a board meeting mid March. - Gaa-Bi-Mooka-Ang

Panel Recommendations

It is recommended that:

54. ***This report be placed on the public registry, East Side Web site and forwarded directly to all participants.***

55. ***The East Side Round Table develop and implement a communication plan to meet the needs of First Nations, communities and stakeholders, which shall also address translation service requirements.***

APPENDIX 1

COSDI LARGE AREA PLANNING RECOMMENDATIONS

Integrated Large Area Planning

A) In order to implement the provincial sustainable development policies (including the provincial land use policies) and strategies, Manitoba require integrated, sustainable development planning on a large area basis. Such planning areas would likely be based on watersheds, geographic regions or urban centered regions (e.g. Capital Region). The strong preference for the Core Group is to maximize the use of natural boundaries such as watersheds for defining the large planning areas. It is important that these large area plans, in total, eventually cover the entire province with minimal overlaps.

B) The large area planning process address:

- a) The integration of the sustainable development components.
- b) The alternative land and resource allocation and commitments within the plan, cumulative impacts of the plan, commitments under inter-provincial, national and international agreements to the protection of flora and fauna and protected areas undertaken by Manitoba, and the "precautionary principle", wherever possible.
  NOTE: The degree to which the planning process can address cumulative impacts, Manitoba's commitments under national and international agreements and the precautionary principle will be limited by a number of factors, including the interval between plan updates and the uncertainty of future proposals and impacts.
- c) Consistency between large area sustainable development plans.

C) In order to develop and give effect to these large area sustainable development plans, government:

- a) In a public participation process, define each large planning area.
- b) Appoint, for each area, an ad hoc sustainable development planning advisory committee, made up of a cross-section of knowledgeable persons, primarily from the area concerned, to develop the large area plan. There should be municipal representation, conservation districts representation where applicable, and direct public representation as well as other opportunities for effective public input.
- c) Provide adequate support, staff and fiscal resources to the sustainable development planning advisory committees to undertake appropriate studies, involve the public, and prepare the plan.
- d) Upon completion and recommendation of the large area sustainable development plan for approval, Manitoba adopt the plan as an extension to its provincial sustainable development policies and strategies for that area, through a hearing process.
- e) Periodically review large area plans, not less than once every five years, through a formal public review process.
- f) Implement the provisions of the large area sustainable development plans, for those parts of Manitoba organized into municipalities, through mandatory development of, and provincial review and approval of municipal or district sustainable development plans and their amendments. Review of municipal and district sustainable development plans would be to ensure compliance with the broader policies and directions as set out in the large area sustainable development plan. Manitoba could also consider retaining the advisory committee to assist in periodic reviews of the plan and provide continuing advice with respect to implementation.
- g) Significant resource allocations by Manitoba be subject to the requirements of the large area sustainable development plan.
- h) So far as possible, issues associated with significant resource allocations should be accommodated at the time of large area planning. In the event they are not, however, they will need to be by effects assessment, either on their own or as a part of the related development. (This report does not attempt to specifically define significant resource allocations, except to say that the Core Group is not envisioning the multitude of individual small resource licenses. It recognizes that the allocation could be significant due to the size of the allocation, or the scarcity or sensitivity of the resource. The Core Group leaves the task of refining the definition to a subsequent iteration.)

APPENDIX 2
NEWS RELEASE ANNOUNCING EAST SIDE PLANNING INITIATIVE

August 9, 2000

WIDE AREA PLANNING TO BEGIN FOR EAST SIDE OF LAKE WINNIPEG

Conservation Minister Oscar Lathlin has announced that the Manitoba government is initiating the process of wide area planning for land and resource use on the east side of Lake Winnipeg. Wide area planning is a major recommendation of the Consultation on Sustainable Development Implementation (COSDI) Report that was formally adopted by Manitoba Conservation as a central feature of the province's sustainable development strategy on June 29.

"Our objective is to establish a process, in collaboration with the public, local communities, industry and First Nations, that will ensure comprehensive public involvement in the wide area planning process for the east side of Lake Winnipeg," said Lathlin. "The East Side Planning Initiative will provide the opportunity to develop a consensus among these interests with a common vision for land and resource use now and in the future."

Lathlin said that this initiative is significant because it is the first specific initiative to arise out of COSDI and will serve as a prototype for similar planning in other areas of the province. "The initiative will set the standard for public involvement for wide area planning in the future. "Future land and resource allocation and proposed developments must address social, environmental, health, cultural and economic needs of local communities, First Nations and various stakeholders. In order to address the interests and concerns of these groups, any planning must be done in an integrated and co-ordinated manner."

The minister said the planning process will examine some of the current major issues and options for the area, including the potential for expanded timber harvesting and associated value-added development, all-weather road access and a new hydroelectric transmission line through the region.

Under Phase I of the project, a three-member government review panel will be established to consult with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area.

Lathlin said the panel will gather views and make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area; and
- the establishment of an East Side Lake Winnipeg Round Table and
- a larger Stakeholder Advisory Committee.

Phase II of the planning initiative calls for the round table and advisory committee to develop a work plan, conduct public meetings and provide recommendations on a wide area plan for the east side of Lake Winnipeg.

Lathlin said the public is encouraged to participate and provide their input regarding the development of an appropriate process to facilitate the planning initiative in late summer/early fall. He said information materials and the support of government staff will be available to the communities and other stakeholders to help in the planning initiative.

APPENDIX 3

NOTES OF MEETINGS HELD

- January 15, 2001	Island Lake First Nation
- January 16, 2001	God's Lake Narrows
- January 18, 2001	RM's Lac du Bonnet, Alexander, Eastman Regional Development Corporation, Manitoba Trappers Association, Canadian Wild Rice Council, Winnipeg River Brokenhead Development Corporation, Mining Association of Manitoba, Tanco, Village of Powerview, St. George Community Economic Development
- January 25, 2001	Environmental and Recreational Associations
- February 1, 2001	Berens River First Nation
- February 12, 2001	Poplar River First Nation
- February 14, 2001	Gaa-Bi-Mooka-Ang
- February 19, 2001	Hollow Water
- March 6, 2001	Oxford House
- March 7, 2001	Gods River
- March 14, 2001	Northern Affairs Communities

East Side Planning Initiative, Phase 1
Meeting Notes
January 15, 2001 – Island Lake

Phase 1 of the Planning Process:

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

Planning area

- The study should focus only on road issues which is the first priority, considering other land uses will make the study too broad.

Public consultation

- Consider community meetings to increase attendance and awareness in the communities.
- Send summary of meeting to bands and communities that were not represented.

Round Table

- Initial thoughts were to have 1 representative per community and band.
- Consider tribal council representatives, i.e., Island Lake, Keewatin, etc.

Protected areas

- Opposed to the designation of Hudwin Lake as a Protected Area. NOTE: Parks has recently removed the Protected Area designation for Hudwin Lake and the area is now considered an Area of Special Interest.

Land allocation

- Traditional lands belong to First Nations people for exclusive uses.
- Concerns with the amount of land allocated for exclusive use by forest company.
- How will First Nations be consulted with before anymore land is allocated?
- How will the province assist First Nations to become involved with resource development projects?

Road / hydro

- Environmental impacts need to be assessed before a road or hydro line can be approved.
- Before a road is developed other support facilities, i.e., RCMP series, need to be considered.

East Side Planning Initiative, Phase 1
Meeting Notes
January 16, 2001 – God's Lake Narrows

Phase 1 of the Planning Process

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the Phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

Public consultations

- It is imperative that effective community consultation occurs during Phase 2. The band and community want the opportunity to speak to the issues that concern them.

Round Table

- The band does not want MKO to represent them on the Round Table.
- How does the East Side planning initiative relate to the Treaty Land Entitlement process?

Land Allocation

- Band wants to have a zone of community influence corresponding to the traditional trapping areas where they would have jurisdiction over resource allocations.
- Require more information about potential forestry and mining interests before land use decisions are made.
- There should be no expansion of Temblec's Forest Management Licence until the East Side planning process is completed.

Road / hydro

- More information is required concerning the proposed road and hydro line corridors.
- Representatives from Hydro & Highways should attend the community Round Table meetings to discuss their proposed routes.

East Side Planning Initiative, Phase 1
Meeting Notes
January 18, 2001 - Lac du Bonnet

Present:

Manitoba Conservation: Blair McTavish, Bruce Bremner, Sandy Thomson

10 participants: Robert Bruneau – R.M. of Lac Du Bonnet; George Harbottle – R.M. of Alexander; Marie Louise Mendro - Eastman Regional Development Corporation, Stu Jansson - Manitoba Trappers Association; Cherry White – Manitoba Trappers Association and Canadian Wild Rice Council; Mary Greber - Winnipeg River Brokenhead Development Corporation, Peter Vanstone – Tanco / Mining Association of Manitoba, Ted Pidor – Village of Powerview; Jim Pugh and Ria Poulin – St.George Community Economic Development

Questions and Statements:

Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead - others do not. Will there be doubling up - i.e., hydro and road corridor? Mineral potential greater in Northern section.

Has a cost benefit analysis (i.e., materials) on road that far north been conducted?

Who will be represented on Review Committee?

Will we have a website with current information and maps?

How many Aboriginal communities does the Panel plan to visit and does the Panel recognize the difficulty in arranging this logistically?

The Manitoba Trappers Association should be represented on the Round Table – an individual community can't properly represent all trappers. What money will be paid, i.e., - expenses, per diems? How often will the Round Table meet?

It's important that the Round Table individuals have multidisciplinary perspective, i.e., - forest industry person doesn't necessarily represent tourism industry.

Will access to resources be community driven? Do the resources belong to all the people or a select few , i.e., Pine Falls Paper Company or Mining Interests? There is disappointment in level of local government involvement - local Government listed last in Round Table composition list. Feel slighted if this meeting supposed to represent having been consulted.

Will Round Table reps bring individual bias?

Do Protected Areas allow continued access by people?

Is 12 a fixed limit on members for the Round Table?

East Side Planning Initiative, Phase 1
Meeting Notes
January 25, 2001
Environmental and Recreational Associations, Viscount Gort

Phase 1 of the Planning Process

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

Planning area

- The planning area is not large enough. It should include Ecoregions 4C, 4B & 3, since the Hydro generating stations will be located further north and road access to northern communities could come from the west..
- Lake Winnipeg should be included to ensure total watersheds are within the planning area.
- How does the Water Strategy for the province relate to the East Side Planning process?
- There is a need for a formal moratorium on all future developments, i.e., Class 2 and 3, as defined in *The Environment Act*.
- There is a need to protect the integrity of the natural ecosystems rather than having the study be human focused and development driven.
- A GAP analysis is required as is more background information before decisions are made. Need to generate more maps, i.e., enduring features, watersheds.

Public consultation / involvement

- Place minutes of all meetings held during Phase 1 on a public registry for everyone to review.
- Confirm dates for all public meetings and make them available to all.
- Require input from other groups, including the aviation industry and cottage associations.
- Develop and update a WEB site for the East Side Planning Initiative.
- Develop a public awareness campaign to involve more citizens other than specific interest groups.
- The Phase 1 draft report to the Minister of Conservation be circulated to participants with a minimum of 30 days provided for comments.

Broad area planning

- What is the province's definition of broad area planning and the terms of reference for the study?
- The starting point for the study should be that no development will occur on the East Side at this time.
- A development oriented approach is not appropriate. Define land use planning versus development planning.
- Will government ensure that COSDI recommendations are applied to the study?
- Will there be involvement by the Federal Government in the process?
- Identify what commitments (non-negotiables) are in place from Government perspective.

Round Table

- Will the National Round Table principles apply to the proposed East Side Round Table.
- Ensure that traditional native ecological knowledge is included as part of the mandate.
- Concern with how the Round Table will be able to obtain proper representation from all communities and interest groups. There is a need to get full and adequate participation.
- Based upon the amount of work involved with sitting on the Round Table, some type of financial assistance will be needed for the environmental/recreational representatives.
- Establish other planning groups to assist the Round Table in dealing with specific issues that require additional study.
- Professional facilitation will be needed to keep the discussions productive and on track and develop consensus if possible.

Other

- The Ecosystem Based Management report is not yet available. The question was asked who paid for the report.

East Side Planning Initiative, Phase 1
Meeting Notes
February 1, 2001 - Berens River

Present:

Manitoba Conservation: Blair McTavish, Bruce Bremner, Sandy Thomson

6 participants: Berens River Chief and Council; Chief Alfred Everett, Council members George Kemp, Charlie, George, George, and Norman.

Note: Information package including position statement and copy of Memorandum of Understanding agreement between Berens River and Pine Falls Paper Company provided to the panel.

Questions and Statements:

Concern expressed that the Poplar River Park Reserve boundaries seen on present land use map still overlaps with Berens River traplines 4 and 5 even though Poplar River has asked Parks and Natural Areas Branch for this area to be changed.

How can, by example, the Sagkeeng First Nation be represented by Tribal Councils when they are independent?

A preference was expressed for local Chiefs to be Round Table representatives rather than someone from Tribal Councils.

Justification for an all weather road should not be economic based only, i.e., Pine Falls Paper Company / Tembec interests. Is the East Side Planning Initiative a process to justify a road economically?

The road has to happen for the socio-economic benefit of Berens River First Nation.

Why are another two years of studies and discussions necessary?

How do the Aboriginal Resource Council and the Premier's Economic Council fit in with the East Side Planning Initiative?

At meeting with the Premier concern was expressed with timing. Berens River First Nation wants all weather road construction to be underway within the next 2 years.

An Environmental Impact Assessment for a road should be done now from Hollow Water First Nation to Berens River First Nation as a parallel process to the East Side Planning Initiative. Berens River First Nation would like assurance that there is a parallel process.

In a meeting with Ministers, Honourable Ashton, Lathlin and Robinson, Chief Everett stated that people needing the road should be the reason for construction not a resource extraction justification. The road should be built for the people using a 'remote access policy' as justification.

There are feelings that the East Side Planning Initiative is tied to Hydro development, that Hydro is 'driving this', as they need to come down the East Side of Lake Winnipeg with a power line. Meetings 10 years ago on Conawapa hydro project. Hydro was only interested in power line down the East Side, not a road.

Berens River First Nation people want jobs when the Hydro line and road are built. Jobs and economic benefits are important and advance notice is needed to prepare for when this work comes.

Hydro is going to have difficulties with the First Nations. They promised to eliminate the need for generators and bring low price power but have failed to do so. Also they have not made provisions for needed commercial use power for sawmill operations and plan on taking the line straight through.

What other First Nation groups have the panel met with?

Frustration levels are growing and patience is running out. The federal and provincial governments are seen as 'passing the buck' with no firm commitments. A parallel process with Berens River development proceeding now is what is required. There have been studies since 1928 and still no road.

A development agreement is needed now so that three communities: Berens River, Hollow Water and Bloodvein First Nations can begin environmental studies and proceed with road construction sooner.

Concerns that the new government is ignoring the existing Memorandum of Understanding. The need for a new sawmill and the some 130 jobs associated with it. Berens River is willing to cooperate but firm commitments to proceeding with development are required.

Comment that the new Aboriginal Resource Council was established without input from Berens River, similar to COSDI. Feeling skeptical and left out of the process.

Provincial government has used wood volumes as an excuse to not get things done. Timber volumes have to be tied to expansion. Spoke with Director of Forestry Branch, Gord Jones, re: the Memorandum of Understanding specifying Berens River wood volumes and road development agreement, such clauses in the Memorandum of Understanding are very important to Berens River First Nation.

For road construction to proceed rock crushing facilities need to be upgraded.

There are 10 or 11 bands on the east side of Lake Winnipeg that are 'pro-development', none of whom were asked to be on the Aboriginal Resource Council. These pro-development bands need to have representative on the Round Table. Tribal Council does not represent this interest.

Pilot project proposal handed out should be considered as an example to follow for the rest of the road.

Training needs to occur well in advance of construction starting. Concern that young people will be let down if expectations for employment are built up but not fulfilled.

Discussion on volumes required for start up of saw mill operation. Hope that by next summer the sawmill will be starting up with monies from Federal Indian and Northern Affairs and that it will be running by next fall.

Concern that statement by the Premier regarding a freeze on development on the East Side will delay the start of business plans.

Round Table representation should include a person from a directly affected community. someone from Berens River, Hollow Water or Bloodvein First Nations involved in the sawmill pilot project.

Brought to the panels' attention that a 'Wolf Mining Industry' is apparently involved in an area called Monument Bay and is interested in building a road to the area.

Where is the East Side road going; what route has been chosen?

Existing reforestation knowledge and skill based in Berens River should be sought and utilized by those interested in pursuing forestry in the area.

Can the Round Table be expanded to 20 people? Berens River should have a representative not the Tribal Council with some young person who has never lived in an isolated community.

Consideration should be given to the existing fishing industry in Berens River; related important local islands are not represented on the planning map. Commercial fishery is vital to the community; 75-80 fishermen work in a sustainable year round economy.

Clarification is needed on what a protected area is and notification should be given when new ones in the region are designated.

East Side Planning Initiative, Phase 1
Meeting Notes
February 12, 2001
Revised by letter from Chief Vera Mitchell April 4, 2001
Poplar River First Nation

Phase 1 of the Planning Process

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

- The Poplar River Chief and Council noted that this meeting was not to be considered a consultation meeting. It was simply a meeting to discuss the East Side Planning Initiative with Chief and Council and some interested community members and the meeting was not to be considered a consultation meeting with the community of Poplar River First Nation.

  Round Table

  - The chief and council stated that it was very important to have a member from the Poplar River band sit on the Round Table. Based upon a strong desire to ensure that the Poplar River Protected Area is officially designated, it was felt that a representative from the South East Tribal Council would not be able to properly represent the band's interests.

  - It was made clear also that Poplar River First Nation was not just another "Stakeholder" within the region. Their occupancy and use of the designated Poplar River First Nation Traditional Territory past and present and their Aboriginal and Treaty Rights gives them special rights to speak for their traditional lands.

  - Chief and Council also made it clear that the proposed Round Table discussion cannot take place without their representation.

  Protected areas

  - The community needs to look towards the future and consider how they want to see the natural resources allocated and the type of development that is acceptable.
  - The Poplar River Protected Area is very important to the band's future. Ecotourism projects will provide sustainable long term jobs for locals. The band supports having the Protected Area become officially designated.
  - Consideration should be given to having the Protected Areas program reflect traditional and cultural features identified by bands like Little Grand Rapids and Puangassi.
  - The existing boundary follows the community trapline boundaries and currently meets the community's needs.

  Public consultation

  - Consultation with the local people is essential to developing a plan that will be acceptable and supported by the public.

- There is a feeling in the community that the East Side has had a lot of various studies over the years. There will be a need to demonstrate to the people the benefits of doing another study.

Resource allocations

- The bands are caretakers of the land and should be able to manage the resources such as traplines without government involvement. Local communities should have the first right to determine what type of resource allocations can occur within their traditional areas.
- Poplar River is in the process of securing funding for the preparation of a Land Management Study – their long range goal is to have the local people to manage the land.

Forestry

- The band does not want to have their traditional area allocated to Tembec for an expanded forest management Licence (FML). They inquired if the province is putting future FML expansion on hold until the East Side plan is completed.

Road

- The community wants a road to provide access to reduce costs of goods. The road should be developed to highway standards.

- A road will also help tourism development on the East Side. Routing should follow the Lake Winnipeg shoreline along the route of the winter road. The community wants a direct route between Barrens River to Poplar River communities. A primary road towards Round Lake with an access road into Poplar River is not desirable.

East Side Planning Initiative, Phase 1
Meeting Notes
February 14, 2001 - Gaa-Bi-Mooka-Ang

Presentation on the East-Side Planning Initiative

- Listing of Stakeholders to Pam Starr.

- Phase 1 - setting terms of reference

- To what level can development occur during the planning process.

- Can we see a draft of the terms of reference - answer was yes, we will share with them.

- What if a First Nation will not participate in the planning initiative?

- How will issues with terms of reference be dealt with?

- What is COSDI and when was the report finalized? (Send to Pam or pick up tomorrow)

- When was protected areas established and where?

- What about circulating the community issues identified by all communities to stakeholders.

- What will be examined in the planning initiatives? - all dispositions? all resources?

- Terms of reference to include a draft-planning framework?

- Can this initiative include things such as forestry inventory for the joint venture?

- Why is not Treaty 5 recognized in the planning initiative?

- Why was Treaties 1 - 5 communities not consulted prior to initiation of the planning initiative?

- How will development be accommodated while this process occurs and how will other studies impact this group and its plans for investments.

- First Nation needs should be met first.

- Resource allocations and how decisions are made are important. Delgamuk - Marshall court cases.

- What if AMC, SCO, MKO decided not to participate?

- This process should not be used to satisfy consultations/consent contemplated by Delgamuk on resource/land allocations i.e., Bi-pole, all weather road

- We see this as a parallel process to our development plans. Looking for some explicit statement from government on this issue. We are prepared to compromise.

- How is round table model membership established, etc.?

- How is balance to be achieved in the process; interests to be taken into account during the process.

- Why are environmental groups an interest group?

- Jacinta Weibe appointed to the Aboriginal Resource Council as representative from Beren's River.

- Membership on the round table is critical. Chiefs and Councils recommendations must be taken into account here.

- What is the purpose of the land use plan at the end of the day?
    - maybe a condition that the plan be flexible and be subject to amendments as time and conditions permit.

- Land dispositions as a speculation for profit by outside interests.

- Existing boards and their shortcomings should be avoided here.

- Look at the news release and what their understanding is on resource allocation issue.

- What about a stakeholders meeting to discuss the process or rather this group meeting with the round table - board in place by March 1 with a board meeting mid March.

- Chief White Bird meeting with Doer on the dual process idea.

East Side Planning Initiative, Phase 1
Meeting Notes
February 19, 2001 - Hollow Water

Present:

Manitoba Conservation: Blair McTavish, Joe Morrisseau, Sandy Thomson

7 participants: Hollow Water Chief and Council; Chief Larry Barker, Council members Larry Reagan and Marcel, Daphne Sinclair – Land Use Planning Study Coordinator, two Hollow Water forestry contractors, one individual interested in Eco-tourism development.

Questions and Statements:

Concerns with Pine Falls Paper Company's (PFPC) existing cutting rights. The company is running three shifts and by the time the East Side Planning Initiative is completed their traditional area may already be fully harvested. Can the harvest be stopped now?

Pine Falls Paper Company had promised local contractors employment and this is not happening to the degree promised. A meeting with Minister Lathlin to discuss this lack of employment is required.

Hollow Water First Nation has their own sawmill employing people can build own homes but will there be enough saw logs left in area to do this?

Pine Falls Paper Company is giving mechanized large loggers an unfair advantage. They can afford the shut down periods in the summer when Pine Falls Paper Company is no longer buying some woods, i.e., spruce. Small contractors still have to make payments on equipment and cover fuel costs but can't do so during such periods. Local loggers rights have to be considered. Any expansion has to include more local contractors. Can the existing contract with Pine Falls Paper Company be broken?

In cutting areas the mechanized / large contractors take out all the large trees and leave the leftovers for the local contractors.

Grand Chief Coon Come says First Nation's control our natural resources. How come the big companies are controlling them? Hollow Water might have to blockade the road and stop access to their resources to slow down Pine Falls Paper Company.

With regard to the East Side Planning Initiative, Hollow Water agrees that an all weather road is important and will back Chief Everett from Berens River on this.

Member on the Round Table maybe should be a Grand Chief.

Is the East Side Planning Initiative just a 'feel good' process and it will be 'business as usual' afterwards?

Will there be respect for peoples ties to the land? Does Hollow Water have to make land claim for the whole area to ensure this? People lived off the land before the road to Pine Falls went through and should still have the right to do so.

Eco-tourism is important too. There is a group of people working on establishing alternative development not just loggers are being affected by East Side Planning Initiative.

Logging makes it difficult to sell eco-tourism. Clear cutting makes forest unattractive.

Support for all weather road but local construction company should get work building and maintaining the road.

Pelican Harbour cottage development is making a lot of money. Hollow Water should be allowed to have cottage developments too. Why can cottagers build massive cottages but trappers and fishermen can't have little shacks?

Consideration also has to be given to traditional activities like mushroom picking, blueberry picking, harvest of traditional medicine. Logging is occurring on Black Island where blueberries have been traditionally harvested.

Work with Hydro right now is going well.

Mining interest, involved with Falconcrest now. Did some drilling near Pelican Harbour. 50% ownership of gold mine. Hollow Water is pro development as long as they are included in the benefits.

Land Use Planning Study now being undertaken by Daphne Sinclair both Hollow Water and Black River First Nations included. Present notable component is transcribing elders knowledge from Ojibway to English. Spiritual connection to the land, water and animals is edited out because of it's sacred nature. Study will be completed this summer, available on CD ROM.

Individual logger concerned with Pine Falls Paper Company scaling system. Feels that company is shorting on number of cords. Difficult enough to make a living. Also concern that only about 15% of area known as Beaver Creek is logged by Hollow Water, should be more.

Archeologists have examined some areas, burial grounds, pictographs and rock formations found there. Logging needs to be stopped now.

There was a proposal put forward by area Chiefs in the past that proposed First Nation's doing all the harvesting, province getting stumpage fees and the company processing the wood. A copy had been sent to Minister Lathlin and Minister Robinson.

With Pine Falls Paper Company not fulfilling their promises and ignoring Hollow Water interests, demonstrations may be inevitable.

Hollow Water would like to become more mechanized contractors, get the machinery to compete with larger contractors. Look at forming a corporation like Moose Lake Loggers have done. New equipment would also allow participation on building the road.

Pine Falls Paper Company only three years into a ten-year plan. Hollow Water needs to make some money before all the wood is gone.

Can Poplar trees be better utilized possibility with Palister furniture and small company in the U.S. Minister said to talk with Pine Falls Paper Company about accessing Poplar. Why should Hollow Water not have right to cut our own logs? Saw mill needed for job creation present situation not good for local people, only the province and Pine Falls Paper Company.

Treaty rights have the authority of law. There are millions of dollars at stake and Hollow Water wants fair share.

Is there an advisory board in place? Loggers are willing to work together as they have with former working group.

East Side Planning Initiative, Phase 1
Meeting Notes
March 6, 2001 - Oxford House

Land Use

- The issue of how future land use decisions will affect community activities was raised. There was an expectation that the community will be involved and listened to during the planning process.

Round Table

- The issue of Round Table representation was discussed. They expressed an interest in having a member from each community on the Round Table.

- There should be a role for trappers and fishermen during the planning process and possibly on the Round Table.

Road

- The road location to Oxford House requires further discussion and review with the community. They consider Thompson to be an important commercial and social centre for the community. A connecting route from Norway House to Molson Lake to Oxford House would allow this connection whereas a north-south road access to Manigotogan would not.

- The issue of whether Norway House should be included in the study area was raised based upon the possible road connection to Oxford House.

Forestry

- The Oxford House band wants to know which company has timber rights to their area and if an FML expansion by Pine Falls Paper Company will involve their traditional area.

- The community expressed a desire to have a larger role in future forest management decisions made within their traditional area. They felt that economic benefits to the community should be part of allowing a timber company to harvest timber in their area.

East Side Planning Initiative, Phase 1
Meeting Notes
March 7, 2001 - Gods River

Land Use

- The community wants consultation to occur before any new resource allocations are considered in the area.
- Previous plans and developments have not involved adequate discussions with local people. They want to ensure that the East Side Planning process involves meaningful consultation with band members through community meetings. Grass roots concerns have to be listened to and addressed.

Round Table

- It will be important to have community representation on the Round Table rather than from Tribal Councils. They suggested a council member from Gods River.

Road

- The community has mixed feelings about an all-weather road. The elders are concerned with potential development associated with the road, while younger people view the road as an opportunity.
- Many details concerning the proposed East Side all-weather road are not clear, i.e., construction standards. They believe that the road should be built to the same standards throughout the study area.
- The rationale for road development should not be to only satisfy commercial industry needs.
- The East Side Planning Initiative and the highway road project should be linked to avoid land use conflicts.

East Side Planning Initiative, Phase 1
Meeting Notes
March 14, 2001 - Northern Affairs Communities

Round Table

- Suggested that 2 representatives on the Round Table would be desirable – a northern and eastern split.
- All of the communities should be involved in public consultation meetings.
- Berens River wants to represent themselves on the Round Table.
- Ensure that local community fishermen and trappers are represented.
- Round table members need to have financial support during the planning process.
- Consultation should occur after base line information has been provided to the communities, i.e., maps, resource data, etc. This will allow the communities to make informed comments.

Road

- There is support for a road as it will provide ecotourism, forestry and fishery economic opportunities.
- There is support to have road construction begin as early as possible.

Forestry

- Concern expressed with the monopoly given to forest companies as these companies do not represent the needs of the communities. Locals are not involved and have no way of monitoring activities.
- There is a need for each community to develop a community based plan addressing social, economic and land use issues.
- Concerns with how existing short term activities, such as cutting, will impact longer term objectives such as ecotourism.

APPENDIX 4

WRITTEN SUBMISSIONS RECEIVED

1. Letter re: wide-area planning for Manitoba's Lake Winnipeg east-side region. David Anderson, P.C., M.P. Minister of the Environment. October 16, 2000.

1. Berens River First Nation Position Paper on the Wide Area Land Use Study for the East Side of Lake Winnipeg, February 2, 2001.

2. Comments on the proposed land use planning process for Manitoba's East Side. Peter Miller. March 1, 2001.

3. East side of Lake Winnipeg Planning Initiative. March 15, 2001. Nick Carter

4. Position of the Canadian Parks and Wilderness Society - Manitoba Chapter on the Large Area Land Use Planning Initiative for Eastern Manitoba

5. East Side Planning Initiative, Letter, March 12, 2001, Canadian Nature Federation, G. Whelan Enns

6. Concern about the direction the East Side Plan seems to be taking. W.O. Pruitt Jr.

7. East Side Land Use Planning Initiative. W. D. Snell, Tembec, March 20, 2001.

8. Comments for report on Phase 1 of the East Side Planning Initiative. Letter May 16, 2001. Canadian Nature Federation, G. Whelan-Enns

9. Large Area Land Use Planning Initiative – East Side Manitoba. Letter August 23, 2001. CPAWS Manitoba, S. Kidd; Canadian Nature Federation, G. Whelan-Enns; Boreal Forest Network, D. Sullivan

10. Further comment on the East Side Planning Process. Letter September 22, 2001. P. Miller

11. Phase One Report – East Side Planning Initiative. Letter October 1, 2001. Boreal Forest Network, D. Sullivan; CPAWS Manitoba, S. Kidd; Canadian Nature Federation, G. Whelan-Enns

12. East Side Lake Winnipeg Planning Initiative. Letter October 10, 2001. Indicator Explorations Ltd., J. Lee

13. East Side Lake Winnipeg Planning. Letter October 15, 2001. The Mining Association of Manitoba, E. Huebert

Wide-area Planning for Manitoba's Lake Winnipeg east-side region
October 16, 2000

The Honourable Oscar Lathlin
Minister of Conservation, Province of Manitoba
Room 333, Legislative Building
Winnipeg MB R3C 0V8

Dear Mr. Lathlin:

I want to congratulate you on your August 9th, 2000 news release advising of your government's sustainable development initiative to undertake wide-area planning for Manitoba's Lake Winnipeg east-side region. Applying the principles of sustainable development in a plan for the future in an undeveloped region of Canada's Boreal Forest, like that in Manitoba, is of special interest to me.

My government takes issues regarding the health and sustainability of Canada's forests very seriously. We are active participants, through Natural Resources Canada, in many areas of forest research along with the provinces and the private sector. As well, there is on-going and planned research by my department and others on other social, economic and environmental factors relevant to those involved in decision making with respect to future development in areas like Manitoba's Lake Winnipeg east-side region. We are involved in this research in order to better understand the environmental factors contributing to the sustainability of Canada's Boreal Forests.

I am advised by my staff in Winnipeg that the wide-area planning initiative has just begun and is based on principles established in a report prepared as a result of your Consultation on the Implementation of Sustainable Development. In understand that officials of your government are currently starting a consultation exercise with the communities in the affected region of Manitoba in order to design an appropriate planning process.

I want to take this opportunity to offer my governments' support to your regional planning exercise. I would like to emphasize that Environment Canada, as a science-based department, can bring valuable information to such planning initiatives. For example, Environment Canada was an active participant in the regional studies undertaken in the oilsands area of Alberta, and was a key participant in the Northern Rivers Basin Study. Given that the planning exercise for Manitoba's Lake Winnipeg east-side region is in its infancy, I would like to have officials from our respective governments meet very soon to discuss my government's participation. This offer is based on a goal I know from my discussions with you that we share-the sustainable development of this sensitive region of the Canadian Boreal Forest.

During a trip to Manitoba in September, I had the opportunity to meet with representatives of the Poplar River First Nation and discuss some of the issues related to this planning exercise. Throughout my meeting with this Band, I learned more about the Protected Parks Initiative and the native community's interest in establishing the Poplar River/Nanowin River Reserve on a permanent basis.

I would like to express my support to you, Oscar, with respect to the discussions and negotiations that will take place throughout the next few years on this initiative. I strongly support both the protection of this traditional land area, as well as the integration of traditional Aboriginal knowledge and science in the planning process. In this regard, I have encouraged the Poplar River First Nation to apply for federal funding for further environmental studies through the Department of Indian Affairs and Northern Development.

I look forward to receiving more information as the wide-area planning process and the Protected Parks Initiative develop.

With kind personal regards. Yours sincerely,

David Anderson, P.C., M.P.

Berens River First Nation Position Paper
-on the-
Wide Area Land Use Study for the East Side of Lake Winnipeg
February 2, 2001

1. Berens River First Nation Position:

Four years ago, the Berens River First Nation began the existing negotiating process with the Province of Manitoba and the Pine Falls Paper Company to bring meaningful sustainable economic development to the region. The Berens River First Nation has been and still is a leader in the region regarding the re-visioning of the forest industry to include First Nations in the industry as true partners and managers of the resource area. And perhaps more importantly; the construction of an all-weather road to Berens River is critical to the creation of a sustainable forest industry on the east-side of Lake Winnipeg for both short term and long term purposes.

However, without timely provincial and federal government commitments to begin developing the proper economic infrastructure required for this neglected region of Manitoba; there can be no meaningful social and economic improvements for isolated communities like Berens River. It is the Berens River First Nation's position that the most important need for the people of the region is the construction of an all-weather road which will bring economic and social improvements to the daily lives of the people. The agenda of the environmentalist groups who drive on roads in Southern Manitoba to their meetings to stop development for our people must understand the social and economic crisis faced by our isolated community.

Therefore, the Wide Area Land Use Study for the East Side of Lake Winnipeg must not be or be seen as a tool to appease the environmentalist's agenda to stop development in our region. There must be a parallel process while the study is carried-out to accommodate our people's desire for meaningful and immediate economic and social development. There is no need to wait four to six years to complete studies and environmental hearings for the entire region before an all-weather road is constructed to the Bloodvein and Berens River First Nations: the road to Bloodvein and Berens River can happen in parallel to the Land Use Study. A graded logging road already exists to within 8 miles of the Bloodvein First Nation and the all-weather road right-of-way/corridor was cleared to Berens River in 1976 and exists as a winter road today.

In summary, it is the Berens River First Nation's position that there is very little to study along the existing all-weather road right-of-way and corridor between the Hollow Water, Bloodvein and Berens River First Nations. The timely development of this corridor is critical to address the economic and social crisis faced by our three communities. The Berens River First Nation is firmly committed to a parallel process regarding the development of the all-weather road corridor between Hollow Water and Berens River as a Phase I Development within the entire study region. The parallel process would impact less than 20% of the entire study region and would not compromise the land use study: "an everybody wins approach".

2. Berens River First Nation Recommendations:

1. Parallel Process of Development and Land Use Study: (See Attached Map)

The Parallel Process will apply to a 20-mile radius around the community of Berens River to allow forestry development to continue in terms of short and long range sawmill development plans at Berens River.

The remainder of the Berens River traditional lands would be allowed for the Land Use Study without compromising the timber volumes needed to calculate the viable startup operation of the Berens River sawmill in the short term. In other words, not all timber volumes would be frozen on the Berens River traditional lands during the study, mainly for long range calculation purposes, etc.

The Parallel Process should also apply to a 20-mile radius around the community of Bloodvein to allow continued forestry development and sort and long range strategic planning and development. It is suggested that the remainder of Bloodvein traditional lands would be recommended for the Land Use Study.

The Parallel Process should also apply to a 20-mile radius around the community of Hollow Water to allow continued forestry development and short and long range strategic planning and development. It is suggested that the remainder of the Hollow Water traditional lands would be recommended for the Land Use Study.

The Parallel Process will apply to the all-weather road right-of-way/corridor between Berens River, Bloodvein and Hollow Water to allow for a Phase I Development Initiative while the Land Use Study is carried out and completed. Under Phase I, the Environmental Impact Assessment would be completed within two years and construction of an all-weather road to Berens River would begin.

2. Phase I Development Agreement Requested:

The Berens River First Nation requests that a Phase I Development Agreement be in place before the Land Use Study takes place in order to give respectful recognition and meaningful commitments to the parallel process. The parties to the agreement would be the Province of Manitoba, the Federal Government, Pine Falls Paper Company and Hollow Water, Bloodvein and Berens River First Nations. To date, the Berens River First Nation has been involved in a four-year process of negotiations regarding all-weather road development and sustainable forest industry development for the region and this process must be respected and accommodated and not set aside. An all-weather road to Berens River has been studied since 1928. The Berens River First Nation is willing to respect and accommodate the need for the Land Use Study as long as there is due respect for limited parallel development as recommended by this paper.

Comments on the proposed land use planning process for Manitoba's East Side

Peter Miller

March 1, 2001

1. Planning area.

Unless there are compelling reasons otherwise, the principle of planning by natural regions recommended by both the COSDI report and Manitoba's Forest Plan should be followed. This approach highlights the foundation of looking after the health of ecosystems and assessing ecological capacities that should underlie planning initiatives.

A second consideration in the case of East Side planning is that the planning should encompass the full extent of the contemplated road and hydro corridors. That was the rationale for adding the northern extension to natural region 4b in the draft presentation. However the selected extension fails to encompass the full extent of the proposed hydro corridor and alternative potential road corridors approaching Northeastern Manitoba from the west instead of the south. It also fragments region 4b (Ecoregion 89), which is currently not represented in protected areas planning. Corridor and protected area agendas could be considered together in 4b.

Recommendation 1: Designate natural regions 4b (Hayes River Upland) and 4c (Lac Seul Upland) [Ecoregions 89 and 90) as the planning area. This region meets the two conditions above without the deficiencies of restricting corridor planning options and fragmenting protection planning in 4b.

Recommendation 2: Whatever area is chosen as a focus, the wider human and natural contexts must also be taken into account. Particularly important are upstream and downstream portions of watersheds lying outside the planning area, such as the Ontario headwaters and Lake Winnipeg, whose fisheries are closely linked both economically and ecologically to the region. Wilderness recreational opportunities, traditional use areas, and wildlife ranges across the Manitoba-Ontario border are also significant.

2. Round Table structure and distributed planning.

The proposed structure of a core Round Table and a larger advisory group representing the diverse interests is good as far as it goes, but it does not go far enough because it does not encompass the need for *distributed* planning. The proposed wider advisory committee with one or two individuals from each interest group responding to the core group proposals is no substitute for distributed planning which will feed significant information and options into the core Round Table.

Distributed planning includes various "side tables" whose deliberations then feed into the core process. The precise number of side tables and the issues they address cannot be determined until the issues are scoped out early in the round table deliberations, but they can be of various kinds, including:

a) Developing collective understandings and goals for various communities of interest (e.g. Environmental Non-government Organizations, regional Aboriginal organizations, industrial users, etc.);
b) Linking community planning initiatives with the regional planning process for each of the geographic communities within the planning area;
c) Multistakeholder working groups addressing particular issues, such as identifying, exploring and assessing transportation modalities and corridor alternatives, alternative protection scenarios, and economic development alternatives for regional communities

Recommendation 3: Early in the process, identify and scope out the side-table planning that needs to take place. Membership on the side tables should include both representation from the core Round Table and others based on interests and expertise. Side tables can make creative use of the energy, knowledge and interests of folks who don't fit on the Round Table.

Recommendation 4: Create special community planning initiatives for each remote community to link local planning with the wide-area planning. One model appears in the attached proposal created by my colleague Dr. Judith Harris in January 2000, "Research and Learning Workshops for Community Planning." Whether this or another model is followed, there needs to be a more extended process than a visit or two by the Round Table.

3. Core Round Table membership.

The success or failure of the planning exercise will rest heavily on the kinds of people selected for Round Table membership. (Other make or break factors are the thoroughness and successful functioning of the process and the quality and accessibility of supporting research and information.) To be successful, the planning outcomes must be ecologically sound and sustainable, socially beneficial in ways that respect the values pertinent to the region held by various citizens and regional residents, well-informed and wise, and socially legitimate.

To achieve these outcomes, Round Table members must be or become:

- ecologically informed
- socially informed
- capable of learning and responding to considerable information and evidence in a planning environment
- capable of operating with respect and fair dealing with others
- capable of listening to others and negotiating creative solutions
- capable of representing well and articulately some of the core values and valuations of the planning area held by various constituents (and, collectively, of all constituents).

Similar qualities are desirable for the side tables, but essential for the core Round Table.

Note that the capability of negotiating and respect for others is *not* the same as holding middle-of-the road views or no views. The process will not have legitimacy unless the various constituencies can see that their values are *well-defended* in the process and *manifest* in the outcomes. Social legitimacy also includes fairness and justice. Collectively, the Round Table must be composed of *champions* of the significant values and interests, who also know how to treat others with respect, can process extensive and diverse forms of information, and are successful negotiators.

Recommendation 5: Environmental Non-government Organization membership on the Round Table should include individuals with the above qualities having the confidence of Manitoba environmental constituencies. Between them, they should include champions of (a) nature conservation through parks and protected areas (e.g. Canadian Parks and Wilderness Society), (b) non-consumptive wilderness recreation and naturalistic study (e.g., Manitoba Naturalist Society and Manitoba Recreational Canoeing Association, and (c) ensuring that consumptive use of resources reflects state-of-the-art practices to mitigate damage to natural systems and other values (e.g. Time to Respect the Earth's Ecosystem and Manitoba Model Forest).

Recommendation 6: All the Environmental Non-government Organizations (and other) groups on the distribution list should be offered an opportunity to be represented on the advisory group.

Recommendation 7: Core Round Table members will be required to make a considerable investment of time. In some cases, members may be seconded from other organizations which are paying their salaries, but in other cases not. Some form of honorarium, in addition to expenses, should be provided at least to non-salaried Round Table members.

4. Land use planning process.

Properly done, the land use planning process will foster significant mutual learning among Round Table participants and others involved in the process, with eventual spillover to government and the public, one hopes. The learning will derive from the knowledge inputs they receive, their listening to and accommodation of one another's perspectives, and their creative mutual deliberation to generate alternatives and solutions. Ideally their judgments will be well informed and well considered. The draft design puts a heavy burden on the Round Table members to devise and conduct the deliberation and consultation processes. But Round Table members will not, for the most part, be selected on the basis of prior expertise in conducting these kinds of processes. Hence the challenge: how are these process decisions to be well-informed and well-considered?

Unfortunately the pre-planning phase has not incorporated a review of processes conducted in other jurisdictions and an evaluation of their successes and failures. It will be important to gather such knowledge ASAP if the process decisions are to be well-informed. Among the factors that seem to make a difference are (a) the character and composition of the Round Table members mentioned above, (b) the calibre of facilitation and chairing of the process, (c) the definition of the kinds of outcomes sought in the planning process, (d) the linking of research and information to the issues and questions posed by the planning exercise, (e) an ability to establish some agreement on procedural points, (f) ideally some overlap or sharing of a vision for the region, (g) a capacity to entertain and explore alternative scenarios and evaluate them in terms of agreed upon values and criteria. There may be other critical factors besides these.

Recommendation 8: Before the planning process begins, the Province should support a workshop on planning processes involving invited experts plus members of the Clean Environment Commission (who are to become the consultation experts, according to current government thinking), the Planning and Assessment Committee of the Manitoba Round Table, potential candidates for the East Side Round Table, and other interested participants. The workshop would consider factors contributing to the successes and failures in the BC and Ontario processes and make recommendations to create favorable conditions for Manitoba.

Recommendation 9: Secure the services of a Round Table chair and a facilitator or facilitation team with experience in multiparty, multi-table planning exercises. It is critical that the planning table be able to scope out issues and the means to address them and deliberate productively in a consensus-based fashion. It is essential that research needs are identified rapidly, so that the research tasks can begin. It will be easy both to get side tracked and to ignore or override legitimate concerns. Good chairing and facilitation are crucial for success. Deficiencies in these respects may have been responsible for some of the failures of Ontario's Lands for Life tables.

5. Research and information support.

Recommendation 10: Provide resources and time to conduct appropriate research and assemble information in user-friendly formats to meet the following needs:

a) Existing biophysical and social data need to be assembled and put in accessible and usable formats.
b) GIS and computer modeling capabilities are needed for queried presentation of information and development of alternative scenarios and their implications.
c) Data gaps and uncertainties need to be identified and their significance for planning and further research investments assessed. A continuing program of biophysical and social research and monitoring needs to be devised for adaptive planning and management.
d) There needs to be an initial review of earlier planning models and experience. (See Recommendation 8.) Monitoring and periodic review of the East Side process(es) will also be helpful.
e) Research needs to be commissioned or assembled to answer questions critical for planning, such as:
    i) What general social and ecological values do the citizens of Manitoba and residents of the planning area hold? In what ways do Manitobans and residents value the regional landscape, particular features of it, and human occupancy and use in the region? What are their visions for this area and

human use, occupancy and relations to it? To what extent are Manitobans and residents in broad agreement in their values and where are the points of divergence? What ethical principles and approaches do they believe should govern the adjudication of differences?

ii) What is the state of various jurisdictional claims over the planning area, including federal, provincial, Aboriginal and citizen responsibilities, claims and rights?

iii) What is the extent of representation of natural areas and features in the planning area? What are the most promising candidate sites to complete the representation? How can appropriate buffering of and connection between sites be achieved?

iv) What areas are most valuable from the standpoints of wilderness recreation and naturalistic study?

v) What areas are most valuable from the standpoint of traditional land use?

vi) What areas are most valuable from the standpoint of ecotourism and cultural tourism potential?

vii) What areas are most valuable for various non timber forest products?

viii) What areas are most valuable for the forest, mining and hydro industries?

ix) What are the impacts on carbon sequestration by the forest under various scenarios?

x) What are the impacts of road access and hydro corridors on wildlife, fisheries, fire patterns and frequencies, hydrological regimes, etc.?

xi) What are the impacts of road access and hydro corridors on human communities?

xii) What are timber volumes available from various parts of the planning area under various harvest intensity scenarios?

xiii) What are the impacts on forest structures and functions of various harvest and access scenarios? What research and uncertainties underlie the answers?

xiv) What are the economic opportunities and potential for non-consumptive or minimally consumptive eco-tourism, adventure tourism, and cultural tourism opportunities?

xv) What are the economic opportunities and potential for non-timber forest products?

xvi) What are the economic opportunities and potential for timber and mining?

xvii) What are the compatibilities and potential conflicts between the above economic opportunities? What is required to make them sustainable enterprises?

xviii) What are the access issues facing the communities in the planning area, what is the full range of alternatives for addressing these issues, what are the dollar and non-dollar costs and benefits for each of the alternatives, which are technically, socially and economically feasible, and how do they impact other planning objectives for the region? Are there alternative ways to invest the cost of the contemplated all-weather road from the south that would provide greater net social and ecological benefit?

Recommendation 11: Host a workshop to scope out the research needs and questions for the planning exercise. The Model Forest and C-FIR help to organize such a function, since we have had considerable experience in doing that for our own programs.

6. Resources and timeline

Wide area planning for a significant portion of the province is obviously a major undertaking, which requires resources and time. Consider, for example, the level of effort required for an environmental assessment of a single industrial development, which can take well over a year, followed by hearings and review. Consider how long it has taken the Department of Conservation to reorganize itself. This planning exercise will require the assembling of more information than a typical long range forest plan EA and the creation of a new organizational structure. Experience in other jurisdictions suggests a four year time horizon is typical for such a process.

Recommendation 12: Commit adequate resources and time to the planning task.

East Side of Lake Winnipeg Planning Initiative
Nick Carter
March 15, 2001

I am writing to express some views on the approach to this planning exercise.

1) The process should not be rushed. Getting some form of cohesive input from the communities in the area will take time and special attention. Experience at South Indian Lake and in getting agreement on a form of governance for non-Treaty residents of the north makes me believe that we have to search for an individual in each community who is trusted to collect residents' views and to convey them to the Core Group – then you have to pay him or her and nurture interest. I hope the government sees that this exercise cannot be done effectively on a shoestring budget!

2) I agree with the arguments for including all of the natural regions 4b and 4c in the planning area. We are not in the process of looking only for the best fit of a road, power line or resource development. Since the government seems to endorse COSDI, and COSDI is entering our broader understanding the policy is to plan on an eco-system basis then to consider the development which is proposed (and make sure the detail is examined under a full Environmental Impact Assessment for each major project) to ensure that it does not militate against ecological sustainability.

3) The exercise must be very open – an interactive process which makes public every step you take and every finding you believe in. There must be ample opportunity for public discussion as drafts are produced (not forgetting that Winnipegers have as much interest in the province's future as the residents of the planning area and the agencies who want to develop its resources).

4) Do you have money for outside research? It seems to me that you'll need the help of a professional familiar with oral history techniques—maybe you also have to find a good old-fashioned community development expert who knows how to engage remote community residents in dialogue.

Anyway, I hope this helps. Sorry it is not typed.

Nick Carter

Position of the Canadian Parks and Wilderness Society - Manitoba Chapter on the Large Area Land Use Planning Initiative for Eastern Manitoba

1. Introduction

The Manitoba Chapter of the Canadian Parks and Wilderness Society (CPAWS Manitoba) has long been a proponent for the development of an ecologically based, large area land use plan for eastern Manitoba. Other CPAWS chapters have participated in large area land use planning processes in other regions of Canada, such as northern British Columbia, Yukon, and Ontario. CPAWS Manitoba has drawn on the experience of other CPAWS chapters and our own knowledge of large area land use planning in formulating our response to the Phase I of the Department of Conservation's Planning Initiative.

2. CPAWS Manitoba's position regarding the geographic scope of the planning area

As stated by the pre-consultation materials, "the proposed planning area boundaries extend from the Winnipeg River northward to Oxford House and from the shores of Lake Winnipeg to the Manitoba-Ontario border." It is our position that the proposed planning area is too small.

Recommendation #1

> CPAWS Manitoba recommends that at a minimum, the geographic scope of the planning area include all of natural region 4b - Precambrian Boreal Forest (Hayes River Upland) and natural region 4c- Precambrian Boreal Forest (Lac Seul Upland).

Reasons for Recommendation:

- At its information meeting with environmental community representatives, the pre-consultation team stated that the proposed planning area was chosen because it represents a region where the proposed all-weather road would be built. An ecologically based land use plan needs to be based upon ecological factors, not development pressures. The natural regions of Manitoba are based on ecological factors. Basing the land use study on the proposed planning area means that any chance of creating an ecologically sustainable land use plan will be lost even before the process starts.

- The COSDI Report states "The strong preference for the Core Group is to maximize the use of natural boundaries such as watersheds for defining the large area planning areas" (at p.21). The Government of Manitoba has adopted the COSDI Report. As such, it should follow one of the report's main recommendations regarding large area land use planning.

- Much of what remains of Manitoba's unallocated boreal forest is located in natural regions 4b and 4c. Planning for this entire forest ecosystem should be done at the same time.

- There are proposals for resource development in parts of natural regions 4b and 4c that are outside of the proposed planning area. However, these developments will have an impact on the ecological health of the proposed planning region. For example, the proposed hydro transmission line corridor does not originate in the proposed planning area, but would continue through the planning area. As well, there is a huge amount of diamond exploration occurring just to the north of the proposed planning area. Mining in this region could have a significant impact on the health of the remainder of the unallocated boreal forest in eastern Manitoba. Failing to look at the unallocated boreal forest ecosystem as a whole will do little maintain the "health of the boreal forest and waterways" (from East Side Planning Initiative Newsletter #1) in eastern Manitoba.

-One of the reported reasons why the pre-consultation team does not want to include all of natural region 4b in the planning area is because it would bring the City of Thompson and its concerns into the land use planning mix. When land use planning for natural region 4b occurs, Thompson's concerns will have to be addressed.

However, by not including 4b now, means that development can take place in the region. By the time land use planning gets there, much of the land may already be allocated.

3. CPAWS Manitoba's position regarding the pre-consultation phase of the planning process

The Land Use Coordination Office (LUCO) of the Province of British Columbia has produced an information paper entitled "Integrated Land Use Planning for Public Lands in British Columbia". With regard to pre-consultation, the paper states the following:

1.2.3 Consultation Before Action

Public involvement is a fundamental requirement of integrated planning. The purpose is to develop planning products that, to the greatest extent possible, are based on substantial effective agreement on a course of action. Planning recommendations that are supported by a wide range of interests generally result in more durable decisions.

Public involvement begins early in the process and provides for open communication between government and non-government participants at every stage. A wide range of methods are available . . .

CPAWS Manitoba is in agreement with LUCO's statement regarding pre-consultation. It is our position that given how the East Side pre-consultation process has taken place to date, the pre-consultation phase will not result in effective agreement regarding how ecologically based land use planning should occur for Manitoba's unallocated boreal forest. In order for the pre-consultation phase to increase its effectiveness, CPAWS Manitoba suggests the recommendations offered below be adopted by the Manitoba Government.

Recommendation #2

> To improve the pre-consultation phase of the land use planning process, CPAWS Manitoba recommends that a public registry for the pre-consultation phase be immediately created that contains, at a minimum, the following material:
>
> - list of all names of review panel members and their *curriculum vitae*
> - organizational chart for Phase I of the large area land use planning process
> - terms of reference for the review panel
> - list of meetings the review panel has had, either as the panel alone, with other government staff/departments, or with non-government participants
> - minutes of all meetings that have taken place, including of the review panel alone
> - copies of any reports or memorandum received or prepared by the review panel to date

Reasons for Recommendation:

-Proper land use planning is a highly participatory exercise. It requires that the public have access to all information used in reaching decisions. To date, the pre-consultation process has not been transparent.

- The secrecy of Phase I is contrary to *The Sustainable Development Act*. Guideline for Sustainable Development #3 from the Act states that Access to Information means "promoting the opportunity for equal and timely access to information by all Manitobans." Providing the above recommended information is in accordance with the Act.

- Support for the above recommendation can be found in the COSDI Report, which recommends that the public have early and complete access to all relevant information before resource decisions are made (at pp. 29 and 30).

Recommendation #3

To improve the pre-consultation phase of the land use planning process, CPAWS Manitoba recommends that prior to Phase II of the large area land use process proceeding, the pre-consultation team's report receive approval by the following steps:

- The pre-consultation team prepares a draft report.
- This draft report is forwarded to the Province's Round Table for Sustainable Development and to the Aboriginal Resource Council.
- The Round Table makes the draft report available to the public and provides 60 days for review and comment. Comments are to be returned to the Round Table.
- During the 60 day period, the Round Table provide an opportunity in Winnipeg and in an East Side community for verbal presentations to be made.
- After receiving all comments, the Round Table would direct the pre-consultation team to prepare a final report of recommendations.
- During the preparation of the final report, the Round Table would immediately make available all minutes of its meetings having to do with revisions/progress of the preparation of the final report.
- The final report would be received and approved by the Round Table and forwarded to the Minister of Conservation. The final report would also be made immediately available to the public.

Reasons for Recommendation

- The above recommendation is being made because the pre-consultation team indicated at a public meeting with environmental organizations that public review and comment of the team's report would not be allowed.

- The Department of Conservation has stated that they want interested groups to participate in the large area land use planning process. Without agreement by the participants as to how the process should be conducted, they are unlikely to take part in the process. Without wide-spread participation, the meaningfulness or acceptance of any land use plan that is developed is in doubt. For this reason, potential participants require a greater opportunity to shape the process than what is presently offered (e.g., providing input at one information meeting and on a one page comment sheet). As such, extensive comment and review of the proposed process are required.[1]

- The COSDI Report recommends that "Manitoba actively encourage proponents, including government, and require evidence from them, that broad, meaningful consultation has occurred and serious effort to resolve concerns has been completed before developments proceed further through the decision-making process" (at p. 31). The public may have concerns regarding the pre-consultation team's report to the Minister. However, if the pre-consultation team's report becomes the guiding document for Phase II of the land use planning process without any public review and comment, the overall decision-making process as recommended in the COSDI Report will have been dismantled.

Recommendation #4

The East Side pre-consultation phase develop a consultation process that allows for meaningful and effective consultation with First Nation communities and individuals.

Reasons for Recommendation

---

[1] This point is in keeping with Guiding Principle #4 of "Building Consensus for a Sustainable Future" published by the Canadian Round Tables which states in part "All parties must have an equal opportunity in designing the process."

- Many non-aboriginals accept that using a "round table" format can result in effective public consultation. However, CPAWS Manitoba does not know whether the First Nation communities in Eastern Manitoba believe that a round table format will allow them to effectively participate in a process that could make significant decisions regarding their lands. CPAWS Manitoba does not want to endorse a consultation process that does not provide for effective consultation with First Nation communities and individuals.

- The COSDI Report, from pages 36 to 39, recommends that steps be taken to encourage and provide for increased Aboriginal peoples participation in environmental licencing and resource allocation decisions.

4. CPAWS Manitoba's position regarding "Guiding Principles" for the entire land use planning process

The planning area proposed by CPAWS Manitoba encompasses approximately 100,000 km^2 of relatively unfragmented boreal forest and pristine rivers and lakes. It represents a boreal forest ecosystem that is mostly undisturbed. As it is one of the last large contiguous areas of boreal forest that remains in the world, Manitoba has an opportunity and a responsibility to ensure that the East Side region continue to function as an ecosystem, capable of supporting all of the natural and human communities that reside within it, for now and for future generations.[2]

It is the position of CPAWS Manitoba that the final land use plan will provide for the preservation of the ecological integrity of the East Side planning area only if the land use planning process itself is founded on appropriate "Guiding Principles". Our recommendations regarding these principles follow below.

Recommended Guiding Principles for the East Side Planning Initiative

Guiding Principles recommendation #1

1. The lands and waters of eastern Manitoba contain a boreal forest ecosystem that is whole and fully ecologically developed. It must be recognized that human development activities will not add value to this existing natural system, but rather they will replace and destroy some of its parts. The most important outcome of the East Side Planning Initiative is the creation of a land use plan that ensures that the ecological integrity of this ecosystem is preserved.

Reasons for Recommendation

- CPAWS Manitoba has continued to ask for an ecologically-based, large area land use plan for Manitoba's East Side. We have always envisioned that this plan would put the needs of the ecosystem first. This approach would represent a change in the way Manitoba does business, which presently is to allow development activities to take priority over the ecological integrity of the ecosystem in which the development takes place.

Guiding Principles recommendation #2

2. The land use plan be ecologically sound, rather than simply a coordinated development plan.

Reasons for Recommendation

- As stated earlier, the main goal of the land use plan should be the protection of the region's ecosystem. It is the position of CPAWS Manitoba that to date, this is not the case, but rather the land use planning process is being presented as a way of facilitating future development in natural regions 4b and 4c. Evidence for this can be found in the East Side Planning Initiative Newsletter #1, which lists "maintenance of the health of the boreal forest and waterways" as simply another "important issue". Ecological integrity is given the same weight as the provision of remote access, forestry, and hydro-electric transmission. As such, preservation of the East Side ecosystem simply becomes another "interest" to be accommodated.

---

[2] Adopted from the mission statement of the Yellowstone to Yukon Conservation Initiative.

- A land use plan meant to protect the East Side ecosystem first needs to determine what is required for that ecosystem to remain whole. That is the only "important issue". For example, it may be determined that woodland caribou, a keystone species of Manitoba's boreal forest and listed by COSEWIC in 2000 as "threatened" in Manitoba, need very large tracts of unfragmented wilderness in order to maintain sustaining populations. As such, very large tracts of unfragmented wilderness are needed to keep the East Side ecosystem whole. Such a result might preclude fragmentation of the landscape by roads or transmission corridors.

Guiding Principles recommendation #3-7

3. The way in which the land use plan proposes to protect the East Side ecosystem needs to be credible and defensible in terms of both western science and traditional ecological knowledge.

4. The planning process and the land use plan recognize aboriginal constitutional and treaty rights.

5. The planning process create a land use plan which promotes healthy communities whose economies are sustaining through the recognition that the communities' well-being is predicated upon a healthy ecosystem.

6. Effective and meaningful public participation be encouraged and facilitated throughout the land use planning process.

7. The entire planning process be adequately staffed and financed to produce a land use plan of which Manitoba can be proud.

5. CPAWS Manitoba's position regarding the proposed consultation model for the land use planning process

At its meeting with environmental organizations, the pre-consultation team discussed with those in attendance its proposed consultation model. At present, the pre-consultation team is proposing that a consultation model very similar to the one used during the COSDI process be used for East Side consultations. The COSDI process consisted of a "Core Group" and an "Advisory Group". The Core Group did most of the work and wrote the COSDI Report. The Advisory Group was made up of about 60 individual organizations. Its purpose was to provide feed back to the Core Group. As a member of the Advisory Group, CPAWS Manitoba wishes to report that the COSDI format for consultation was not effective, particularly for those who sat on the Advisory Group. Our main difficulty with the process was that it did not allow an effective and efficient way for Advisory Group members to receive and provide information or comments from or to the Core Group. As such, Advisory Group members had little input into the development of the COSDI Report.

Another problem with the COSDI process is that it did not provide for adequate public comment during the development of the COSDI Report. As well, it was promised that the public would at least be allowed an opportunity to comment on the final report. This formal public review never took place.

CPAWS Manitoba believes that refinement of the consultation process will be needed. It is also our position this refinement can effectively take place during the public review and comment period for the pre-consultation team's report, once a concrete consultation model is proposed. However, CPAWS Manitoba does have some specific recommendations regarding the East Side Round Table/Core Group.

Recommendations for East Side Round Table/Core Group:

1. There be at least 3 environmental representatives on the East Side Round Table.

2. The environmental community be allowed to choose at least one of its representatives.

3. One of the representatives on the East Side Round Table should be from the Province's Sustainable Development Round Table. However, this representative should not be considered an "environmental representative".

4. Individuals on the East Side Round Table must be able to represent interests, e.g. environment, industry, etc.

5. Per diems should be made available to East Side Round Table members.

6. Adequate financial, staff, and professional management resources need to be made available to the East Side Round Table.

7. The Round Table should be allowed to determine how it will arrive at consensus. However, before the Round Table begins its work, some ground rules need to be put in place for what should occur if the Round Table cannot reach consensus.

- The Round Table members should not be required to arrive at consensus on every issue. Requiring consensus before a decision/position/recommendation can be presented by the Round Table would allow one member to hold the Round Table hostage. What is required is a process where consensus should be encouraged. If consensus cannot be reached, then the disagreeing parties should have access to a mediator. Should mediation not be successful, the minority and majority should each be allowed to state their position to a final arbitrator, such as the Sustainable Development Round Table. This arbitrator then chooses which position to accept and recommend for inclusion in the final land use plan.

Recommendations for Effective Consultation:

1. A dedicated public registry for the East Side Planning Initiative be established. All documents the Round Table considers should quickly be made available in the registry.

2. The Advisory Group needs to have a more effective way of communicating with the Round Table than was allowed by the COSDI process.

3. Effective consultations would be furthered by the hiring of a person in each community to act as a liaison with the Round Table. This person would build rapport for the Round Table and the Land Use Planning Initiative in each community. That person would also be able to answer community questions and forward information requests to the Core Group.

Recommendation for a Decision Tree for final approval of the land use plan:

1. East Side Round Table writes a draft land use plan.

2. The draft plan be made available to the Minister, the Government's Interdepartmental Planning Committee, and East Side participants, for review and comment.

3. The Round Table prepares a revised plan, based on public review and comment, and present it to the Minister of Conservation.

4. The Minister asks the Clean Environment Commission to hold public hearings, pursuant to *The Environment Act*, to receive public comment on the plan.

5. The CEC prepares a report, makes recommendations regarding the plan.

6. The Minister of Conservation approves the plan (with or without modifications).

7. Individual developments/projects, if any, proposed to take place in the planning area apply for environmental licences and be subject to individual environmental assessment.

6. Conclusion

The East Side of Manitoba contains one of Canada's largest contiguous regions of pristine boreal forest. Without proper, ecologically sound, land use planning, this forest and the ecosystem it represents will be lost. Without an appropriate planning process, it will be difficult to arrive at an ecologically-sound land use plan. It is the position of CPAWS Manitoba that the adoption of the above recommendations will help create a process that is effective in preserving the East Side ecosystem.

East Side Planning Initiative
Canadian Nature Federation
March 12, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway Ave.
Winnipeg, Manitoba
R3C 0V8

Dear Minister Lathlin:

Re: East Side Planning Initiative

This letter is written after attending a January 25 Winnipeg pre-consultation meeting regarding the East Side of Lake Winnipeg Planning Initiative chaired by department staff. About 25 members of the environmental community in Manitoba attended the session.

No terms of reference for this pre-consultation were available. No definition of land use planning was available. There were repeated references to over 60 stakeholders in the region, including First Nation and Aboriginal communities. Please excuse our surprise, but we thought government staff knew that First Nations are not simply stakeholders.

The three maps that were used in the meetings had the Areas of Special Interest for potential protected areas on the wrong map. They were on the Proposed Activity Map, which otherwise was clearly a development activity map. We note that this map had the options for Bipole III on it, though these were absent when the paper maps were delivered to our offices. None of the mapping information explained the protection standards or basis for protected areas status in the province. (Only one map of three was consistent on protected areas location and status.)

Prior to this meeting, our staff made phone calls regarding the schedule of meetings and were told there was no schedule.

The lack of terms of reference or identification of context and existing government commitments in the meetings that have been held can only cause confusion. In particular, our observation of various failed planning processes in Canada leads us to point out that if commitments to both environmental protection, and First Nations and aboriginal rights are not clearly identified at the start of a process then false assumptions are made.

The staff chairing the session were openly promoting the East Side Highway and the scoping study results, the construction of Gull dam and Bipole III, and the expansion of Pine Falls Paper Company operations. The overheads used in fact indicate that these development plans are the reason for the Planning Initiative.

Phony consultations are easy to identify. They have a bias, and other concerns/parties are forced to use their resources to make their case – even if there are clear rights, entitlements, and public policy or programming already in place. This pre-consultation to date has characteristics of a phony consultation.

We are particularly concerned about the lack of interest in discussing the geographic scope of the Planning Initiative. We, like other environmental organizations, support using the province's natural region system to include all of natural regions 4c and 4b in the Initiative. Our concern is that despite the assertion that the geographical scope of the Planning Initiative has not been decided, assumptions are already being made before any report receives public comment.

We urge you to confirm that there will be public review of the pre-consultation report from these meetings, verification of its contents, public comments – and a transparent process to arrive at an appropriate planning approach that will be adequately staffed, independent of any bias, with full use of our public registry system. These steps would hold the potential for a planning initiative that is credible, realistic in its objectives and timelines. In particular, the COSDI recommendations regarding public registry functions, (not just web-based) need to be activated immediately.

Yours truly,

Gaile Whelan - Enns
Manitoba Director
Wildlands Campaign
Canadian Nature Federation

CONCERN ABOUT THE DIRECTION THE EAST SIDE PLAN SEEMS TO BE TAKING

William O. Pruitt, Jr.

File: e-side-plan
Version: 010408

In my handout at the meeting of the MRTSD on 00-11-14 I outlined the data needed for a proper long-term plan for the East Side (Ecoregion 90). Please review these topics.

My moles in the Department of Conservation inform me that the activities there are still concerned mostly with non-sustainable, exploitive matters. These consist mostly of classification of clear-cutting areas by volume of wood, details of pre-conceived roads, even locations of dams. Sustainable matters such as Non Timber Forest Products and varieties of eco-tourism seem to be getting short shrift instead of being the foundation for the future.

I regret to conclude that the process of planning for the future of this huge chunk of Manitoba is on a track of non-sustainability and clearly requires reform. There is an old saying that if one is a hammer, then all the world looks like a nail. It seems that in this case if one is a forester then all the world looks like trees to cut down.

I propose that researching and assembling the Long Term Plan be put into the hands of knowledgeable outside group with an excellent reputation for such work. A few years ago I critiqued for the Innu Nation an Environmental Impact Assessment (EIA) of forestry in Labrador. This EIA was the best I had ever encountered (and I have written several of them). It stood head and shoulders above any others I had encountered. In fact, I wrote that this EIA was a textbook example of what a complete EIA should be. The Round Table and the East Side will be much better served by hiring such an independent group to research and develop a Long Term Plan for the East Side.

The group I refer to is the Silva Forest Foundation, headquartered in British Columbia. They have had extensive experience in British Columbia (where they manage some very large areas of forest) and also in other parts of the world.

East Side Land Use Planning Initiative
March 20, 2001
Tembec

Mr. Blair McTavish
Policy Co-ordination Branch
Box 38
200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Blair:

Tembec's vision for the east of Lake Winnipeg is one that reflects acknowledgement of the diversity of public values. Our vision is one of balance that includes ecological values through sound forest management and protected spaces, and economic opportunity for the region and its people. The unique features of this area should be adequately protected. The land use planning initiative could play an important role in implementing this vision. In response to Government of Manitoba's East Side Land Use Planning Initiative, please find below Tembec's thoughts on the process.

Developing of the Planning Process

1. Tembec and our partners to Gas-bi-mooka"ang Sawmill and Kiiwetino Ma"iingan Shared Forest Stewardship Company known as the First Nation Limited Partnership (FNLP) should be given full opportunity to review details of this proposed land use planning initiative and provide input on behalf of their shareholders. This same opportunity should be given to First Nations communities, representatives of conservation organizations, and groups representing other economic and public interests.
2. A full opportunity to review the 'Draft Terms of Reference' should be provided to Tembec and the above-mentioned parties in #1.
3. FNLP and Tembec should be provided with a membership position on the Round Table.
4. The East Side Land Use Planning Initiative should have a reasonable start date and end date. Based on the experience of other jurisdictions, this land use plan should be completed within three years from the date it starts. Further, this exercise should start no later than June 1, 2001.

Proposed Land base

5. The study landbase should focus on the area north of the Bloodvein River. As the Manitoba Government has stated in announcing the East Side Planning Initiative, "future land and resource allocation and proposed developments must address social, environmental, health, cultural and economic needs of local communities, First Nations and various stakeholders".

   Land use issues have been formally addressed in existing forest management allocations.

Other Issues

6. A process considering First Nations project requirements should continue.
7. Any work completed in this area as part of the "Network of Protected Areas Strategy" previously lead by the Parks Branch of Manitoba Conservation be incorporated into this exercise so that it is completed as part of the East Side Land Use Plan.
8. The historical and traditional rights and values of First Nations in the land use planning area should be given due consideration.
9. A planning framework for forest resources should be adopted by Manitoba—such as Ecosystem-Based Management or Sustainable Forest Stewardship.

On behalf of Tembec, we appreciate the opportunity to submit this proposal and look forward to a formal face-to-face meeting with the lead planning group at their earliest convenience.

Sincerely,

W. D. Snell, Tembec
Forest Resources Management
Pine Fall Operations

cc First Nation Limited Partnership Board of Directors
Gaa-bi-mooka"ang sawmill Board of Directors
Kiiwetino Ma"iingan Board of Directors

Comments for report on Phase I of the East Side Planning Initiative
Canadian Nature Federation
May 16, 2001

Mr. Blair McTavish
Director
Sustainable Resource Management Branch
Manitoba Conservation
200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish:

This letter follows our conversation of Friday April 27, 2001 and contains the comments from the Canadian Nature Federation which will appear in your report on Phase I of the East Side Planning Initiative. Based on your correspondence to our office and our conversation we determined that you had 'comments' from us which you were not going to use in your report. These were based on ministerial correspondence. This letter contains our comments for your report.

We assume our comments will be used verbatim as provided below. Please acknowledge the receipt of this letter - and advise our office when the Phase I for the East Side Planning Initiative report will be available. We would suggest that you let all participants in the Phase 1 meetings know ASAP what the process for posting, public review and comments on the report.

It is our assumption that this correspondence will be posted with all other correspondence and response from Phase I of the Initiative.

Coalition for Sustainable Land Use Planning
The Canadian Nature Federation supports the recommendations of the Coalition for Sustainable Land Use Planning as provided to the government of Manitoba during 1999 and 2000 (attached). We assume those recommendations will be included in the Phase I report elsewhere as they were cited and referred to during the January 25, 2001 meeting with the environmental community.

Plan First
It is consistent with the COSDI report, as adopted by the Manitoba government, to undertake a planning exercise prior to any further allocation of resources. Also a forced time frame or forced outcomes from a public planning exercise would display bias or preference. Page 6 of the COSDI report states that a framework for large area and municipal planning should "[e]nsure . . . that planning drives development, as opposed to development driving planning".

Geographical Scope
The geographical scope of this planning initiative should include all of the East Side of Manitoba, on a natural region basis (which are consistent with national eco-regions, and watershed structures), that includes crown lands in:
... natural region 3, -Hudson Bay Lowlands
... natural region 4c, the Precambrian Boreal Forest - Lac Seul Upland
... natural region 4b, the Precambrian Boreal Forest - Hayes River Upland
... natural region 5c, Manitoba Lowlands - Lake of the Woods

This recommendation is consistent with the stated aim of an ecological base for the planning scope. Planning goals or allocations of resources in natural regions 4c will clearly affect all communities and the land/water scapes in the natural regions above, and vice versa. It is impossible to plan in isolation to both benefits and impacts on other communities or regions. Our January 2, 2000 letter to Honourable O. Lathlin is attached. We still recommend the inclusion of both Integrated Wood Supply Areas for all phases of the initiative from pre-planning to goal setting, etc.

Ecological Base for Planning
The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.)

Independence Essential/Resources Needed
Independence from other government roles and activities is essential for any staff person providing resources, information or services to the Initiative. It is especially important for staff to be a resource to this process, not to guide or direct the activity, function as if they are a stakeholder. An independent non-governmental chair, with adequate technical supports is also essential for credibility of process and outcomes that can be applied.

Access to Information
Public access to information at each stage of the planning initiative, with public (not only electronic) posting of minutes, reports, schedules, options, and comments during both consultation and review processes is essential. Public and timely access to any technical or scientific or mapping material viewed or used in the Initiative will be necessary for a credible process. We recommend immediate action on the COSDI report's recommendations regarding access to information, with continuation throughout the Initiative. Public and community access to existing data and studies regarding the East Side will need to be built into Terms of Reference, and Access guidelines. These steps can start with the review steps for the report on the January to May 2001 pre planning meetings.

First Nations Consultation Guidelines
First Nations consultation guidelines for the government of Manitoba are an outstanding commitment that are needed for a variety of current decisions including for this Initiative. Standards and consistency for interaction and consultations with First Nation communities need to be put in place in Manitoba. We would suggest that a registry for consultants' activities would also provide communities and citizens with a better understanding of who is providing services or speaking for the government of Manitoba (see COSDI pg. 38).

Definitions and Terms of Reference
We expect the Phase I report to contain a clear definition for land use planning. Terms of Reference which include objectives for the planning initiative, acknowledging the public interest in these tracts of public lands and waters. Definitions and terms of reference to guide the initiative are the starting point. These Terms of Reference should also include *existing* commitments and objectives for the geographic scope - that is identification of current obligations on the part of Manitoba. We urge Manitoba to support the precautionary principle as it is referenced in national legislation and various international agreements in these Terms of Reference. (see also COSDI pg. 21).

Goal Setting First
A community and public interest Phase of the Initiative would be most productive for future decision making if it resulted in goal setting for the ecosystems and communities in the geographic planning area with identified steps to identify goals, barriers to achieving certain goals, and requirements for decision making based on those goals. This would mean that a policy framework for future decision making in relation to Land Use Planning can emerge in Manitoba and in particular for the East Side. Without goal setting and a policy framework a risk emerges - that short term thinking and assumed benefits would become a priority at the cost of ability to undertake long term planning for the whole forest lands and waterscape, for all communities affected, and for a whole, diversified, community lead economy. A simple test applies. If the Initiative becomes a development driven exercise then short term planning for economic benefit of some parties and some aspects of the economy will result

Equity & Sustainability
Sustainable Development and sustainability (not always the same thing) have three inter-dependant and inter-related elements. Economic factors, Environmental factors, and Social Equity factors. All three are part of any successful, transparent consultation, policy framework, or decision making process that claims to be sustainable. An ecological framework for land use planning implies that sustainability will be operational on long time horizons where all three factors are integrated on a functioning basis. In fact, when sustainability is achieved, spin-offs or benefits in all three spheres increase. Access to information and assured ability to participate are essential for social equity to be achieved. This Initiative's process will need to fulfill its terms of reference and objectives, or the outcomes will not be sustainable. In turn the Initiative's terms of reference will need to support sustainability, including social equity and ecological integrity or the outcomes will not.

Environmental Assessment & Biophysical Information
Those lands and waters currently impacted by development within the recommended geographic scope of the undertaking have never been assessed for cumulative impacts. We have no mechanism in Manitoba for anything other than environmental impact projections provided for licensing purposes. Implicit in the next Phase of this Initiative is a commitment for ongoing follow up and environmental assessment - perhaps also economic and equity assessment - of the fulfillment of the goals established. A planning exercise of this kind potentially becomes worthless if there is no follow up intended. Establishing a set of benchmarks connected to planning goals becomes a main tool of the exercise, and is built on the assessments products required. A scan of the state of the geographic scope for the Initiative, with full mapping and access to information would be an appropriate start.

Climate Change - Carbon Inventory Needed
Any planning initiative undertaken in forest landscapes and regions will need to take Climate Change into account. This will include an ability to project impacts from fire, based on new models, while identifying other potential climate change impacts. A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from any decision scenario is a primary tool for future decision making in our forest natural regions. A stated objective for the next Phase can be identification of current and potential climate change impacts. Manitoba needs to be able to apply these factors to planning, including for this Initiative.

Information Needed/Learning
Conducting the Initiative in a culture of research, information access, and learning can lead Manitoba society to a strengthened basis for public lands decisions in the future. Examples of concepts and information to apply to planning include: ability to identify carrying capacity for any ecosystem while setting clear goals regarding maintaining natural capital (no net loss objectives), and building social capital. These are examples of elements essential to ecologically based planning.

Protected Areas Goal
Our comments here are predicated on the assumption that the government of Manitoba will continue all of its efforts to complete the network of protected areas in Manitoba, including within the natural regions and geographical scope of the Planning Initiative, using the same quality of representation science services and ecological design. Government of Manitoba commitments to complete Manitoba's network of protected areas are among the obligations identified for these natural regions. To date none of the natural regions which we identify and recommend for the geographic scope of the Initiative has complete representation or a complete network of protected areas. We also make our comments based on the assumption that consultations for protected areas establishment in Manitoba will be ongoing - and that this Initiative does not replace those consultations.

Development Intentions
We suggest that development intentions or wishes are not part of the next Phase of the Planning Initiative. Any party or individual who benefits from or is associated with any of these development intentions must be clearly

identified in all proceedings. Transparency in these matters will also assist credibility and the outcomes. Perhaps this is a three part Initiative. See our comments above.
Phase One has been the pre planning meetings and report containing these comments with review to arrive at a process model. Phase Two is the goal setting and policy framework consultations, based on clear definitions and terms of reference. Phase Three is the consultation regarding application of those goals to the geographic scope of the Initiative.

Yours truly,
Gaile Whelan Enns
Manitoba Director
Wildlands Campaign
Canadian Nature Federation

Attachments:
... Coalition on Sustainable Land Use Planning - Consensus Presentation (December 9, 1999 meeting with Hon. O. Lathlin)
... January 2, 2000 letter to Hon. O Lathlin from the Coalition for Sustainable Land Use Planning
... Government of Manitoba *Action Plan for a Network of Protected Area*
... *'Large Area Land Use Planning for Manitoba'* - Executive Summary containing definitions

Large Area Land Use Planning Initiative – East Side Manitoba
Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation
August 23, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway Ave.
Winnipeg, Manitoba
R3C 0V8

Dear Sir:

We are writing to voice concern about the delay in the release of the report for Phase One of your government's East Side Planning Initiative. It was to have been released in May 2001. Currently, there has been no formal indication of the status of release of the report for review. Please ask your staff to advise our organizations when the Phase One report will be released, its method of distribution, and proposed time period for public review and comments.

Of additional concern to our organizations is the paucity of public information regarding the terms of reference and definitions which have guided the planning initiative to date. The potential for this initiative in terms of the future sustainability of Manitoba's ecosystems, communities, and economy are tremendous. It is our organizations' continued position that this potential can be realized through the creation of an effective and ecologically sustainable land use plan. To arrive at such a land use plan requires that the process be guided by ecologically and culturally meaningful terms of reference and definitions which are clear and unequivocal. Our organizations have provided you and your staff with specific recommendations for terms of reference for the planning initiative. Our interest, suggestions and offers to participate have been based on support for a land use planing process that will ensure protection of the environment and enhancement of community health. We would like to continue to support the land use planning process. This is becoming more difficult as we still have not been informed of the basic guiding principles.

We would appreciate an early opportunity to meet with yourself again so that we may discuss the land use planning process. Please ask your staff to arrange a meeting with our organizations through the offices of the Canadian Nature Federation, 947-3400.

Sincerely,

Scott Kidd
Conservation Director
CPAWS Manitoba

Gaile Whelan-Enns
Manitoba Director,
Wildlands Campaign
Canadian Nature Federation

Don Sullivan
North American Coordinator
Boreal Forest Network

cc Honourable Gary Doer, Premier of Manitoba
Honourable MaryAnn Mihychuk, Minister of Industry, Trade &Mines

Further Comment on the East Side Planning Process
Peter Miller
September 22, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish

Thank you for your invitation for further comment on the East Side Planning Process.

The main point I wish to underline is that, in order to achieve an optional process and outcome, there needs to be independent professional facilitation of a shared decision-making process with an adequate level of support for information, research, communication, and participating caucuses.

Manitoba has now initiated such a process to address forest allocations and related issues in the "Southern Area" of the Tolko FML under the auspices of the Manitoba Clean Environment Commission, employing the services of Gerald Cormack and Glenn Sigurdson. One two-day workshop held earlier this month accomplished much of the "Phase 1" objectives of securing assent from various parties to continue and some scoping of the issues and concerns, along with training in the principles of shared decision-making. I am convinced that independent professional facilitation will prove to be the most cost- and time- efficient way to have a productive multi-stakeholder dialogue and the most likely to achieve a mutually satisfactory result.

I propose that your committee review some of the participants in the "Southern Area" process (a number of whom are in your department) regarding their perceptions of and comments on the process so far. You may wish to wait until after our second meeting October 3rd and 4th. [Indeed, you might also want to request observer status for that meeting.] You can obtain the background instructional materials from the Clean Environment Commission.

So far, Phase 1 of the East Side Initiative has been conducted by meeting separately with different caucuses. Before an overly prescriptive blueprint for Phase 2 is adopted, it might be helpful to have your findings to date discussed at a facilitated workshop at which some members of the different caucuses meet with one another to see which recommendations achieve mutual assent. One of the principles of a shared decision-making model is that participants have a hand in crafting together the procedures that will guide them.

Best Wishes
Peter Miller

Phase One Report – East Side Planning Initiative
Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation
October 1, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway Ave.
Winnipeg, Manitoba R3C 0V8

Dear Minister:

We are following up on our letter of August 23, 2001. It is unfortunate that we have not had the meeting with yourself requested at that time. That letter and this are our response to requests from your department for further comments about Phase One of the East Side Planning Initiative. We assume that all other previous written comments from our organizations and our August 23 letter and this letter will be included in the Phase One Report.

We appreciated receiving confirmation of your intent to have transparent public review of the Phase One report prior to final decisions regarding the model and approach for the planning initiative. As is the case with environmental assessments and licensing reviews conducted under the Manitoba Environment Act, we expect that all comments received during and after the comment period will be placed in public registries. Further, that distribution of these comments and all other documents, reports, and technical materials regarding the planning initiative will be thorough and widespread. Any suggestion to limit access to information by relying on the Internet is a contradiction of community participation standards and the COSDI report recommendations regarding access to information. It is our continued position that effective and meaningful public participation is central to any valid land use planning process. Establishing the means for such public participation today, before the public review of the Phase One report begins, is important to the well-being of the entire East Side land use planning process. These steps would demonstrate to all parties that may participate in or be affected by the land use planning process that meaningful public participation comes first, and is not simply an afterthought. Finally, it should be noted that to date there has been no access to information regarding earlier responses and comments about Phase One, despite most of a year passing.

Given we have not received an answer to our August 23 letter, at this time we feel it is important to indicate that our organizations are determining the essential elements regarding participation in a valid planning process for the East Side, in order to produce and ecologically sustainable land use plan. These elements will be further to the consensus items of the Sustainable Land Use Planning Coalition. We would like to meet with you to discuss these elements and their importance to the land use planning process. As we stated in our letter of August 23, "To arrive at such [an ecologically sustainable] land use plan requires that the process be guided by ecologically and culturally meaningful terms of reference and definitions which are clear and unequivocal."

Many aspects of the planning initiative remain unclear. It is our hope that the Phase One report will correct these omissions and provide a framework and standards to make this initiative valid and productive. Essential elements of a valid East Side land use planning process include:

- The East Side planning initiative to encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c.

- Appropriate and meaningful participation by First Nation communities.

- An ecological base and full technical information to be used.

- All records, reports, document, etc. to be accessible and made public on a timely basis.

- A clear mission or goal statement, with terms of reference, which states that the most important outcome of the East Planning Initiative is a land use plan that ensures the ecological integrity of the East Side ecosystems is preserved.

- Definitions regarding land use planning to be enunciated in the Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways.

- Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the last use planning process would create artificial benchmarks and create conflict among developers).

- That adequate time, information, and staff resources are available for an independent process that is not housed in any one department or subject to internal government alteration.

Our organizations, subject to recommendations contained in previous communications with you and your department, continue to be supportive of an ecologically-based land use planning process for the East Side. Thank you for giving your time and attention to our letters and request for a meeting.

Sincerely,

Don Sullivan North American Coordinator Boreal Forest Network	Scott Kidd Conservation Director CPAWS Manitoba	Gaile Whelan-Enns Manitoba Director, Wildlands Campaign Canadian Nature Federation

cc Mr. Norm Brandson, Deputy Minister, Conservation
Mr. Dave Wotton, Assistant Deputy Minister – Programs
Mr. Blair McTavish, Director – Sustainable Resource Management Branch

East Side Lake Winnipeg Planning Initiative
Indicator Explorations Ltd.
October 10, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish

I appreciated receiving Minister Lathlin's letter inviting comments on the East Side Lake Winnipeg Planning Initiative. Indicator Explorations Ltd. and Manitoba Prospectors and Developers Association Inc., of which I am a director, would certainly like to participate in the initiative.

I note that the map in the Issue #1 Newsletter shows that the area covered by the initiative will include the Knee Lake, Gods Lake Oxford Lake area where a promising major regional diamond exploration program commenced recently. Major diamond companies De Beers, BHP and Kennecott and several smaller parties, including Indicator Explorations, have large exploration permits in the area. It is possible that bodies of kimberlite, the most common diamond host rock, are present throughout much of the area to be covered by the planning initiative, given the fact that the NWT kimberlite "province" (including the Ekati Diamond Mine kimberlites), for example, is more than 300km side. I suggest that the Manitoba Government should at least conduct reconnaissance kimberlite indicator mineral sampling (10km interval samples?) over all of the northern half of the planning initiative area. It should surely be a priority to determine the location of potentially diamondiferous kimberlites sooner rather than later, considering land use Planning is underway.

Sincerely,

Indicator Explorations Ltd.
John Lee, P. Geo.
President

Copy: Dr. Christine Kaszcki

East Side Lake Winnipeg Planning
The Mining Association of Manitoba
October 15, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish

Further to Minister Lathlin's letter of September 6, 2001, the Mining Association of Manitoba notes the comments made with respect to the planning processing. Specifically that:

- Mineral exploration and development in the planning area will continue as per existing established processes and procedures;
- The Province will continue to provide "security of mining tenure" by honouring existing and future mining land use, access and development rights;
- The mining sector will have the opportunity to participate in the east side planning initiative; and
- The mining sector will have, at minimum, representatives on the East Side Stakeholder Review Committee.

We certainly appreciate the support the Minister has made toward continuing to support the integrity of the existing planning process and we wish to confirm our wishes to be a part of the East Side Planning Initiative.

We are interested in having a representative on the East Side Stakeholder Review Committee. I will be contacting you to explore the time and resource commitments required for this committee.

Sincerely,

Ed Huebert
Executive Vice President

Cc Dr. Christine Kaszycki
Tom Lewis, Chair Exploration Committee
Peter Vanstone, Chair MELC